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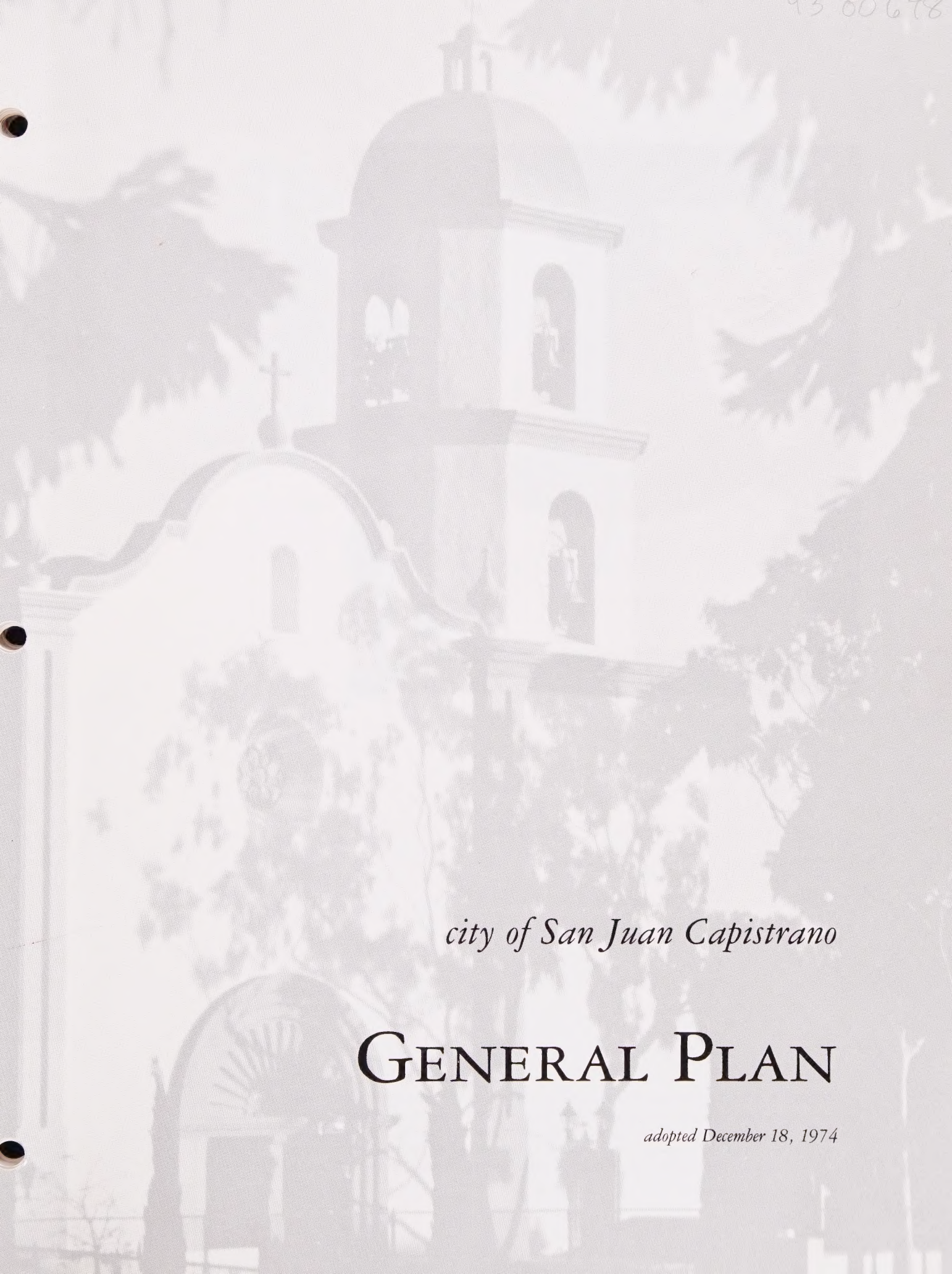
GENERAL PLAN



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city of San Juan Capistrano

GENERAL PLAN

adopted December 18, 1974



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Note: This General Plan text is a reprint of the document adopted by the City Council on December 18, 1974. In preparing this text for reprint, certain spelling and grammatical corrections have been made and some maps have been separated from the text, though still retained as part of the General Plan by reference. Therefore, if any legal questions arise as to the content of this General Plan, references should be made to the original text printing.



INTRODUCTION

The most important concept which evolved from the Citizens Policy Plan has been to emphasize that continued growth (beyond the effective date of the plan) should be carefully controlled and directed toward making a positive contribution to all elements of the community. Growth in San Juan Capistrano should be a cautious evolutionary process that follows a well-conceived set of general guidelines and specific controls. The underlying growth philosophy should be to preserve the present character of a small self-contained village-like community with abundant open space. The land should be committed for development over a period of time, consistent with other elements of the plan. Land utilization should be carefully spaced over the years and not disproportionately committed in a few years.

The findings and recommendations included in the General Plan are based on the detailed information, studies and findings submitted with each individual general plan element. For a more complete understanding and working knowledge of each general plan element, it is both desirable and necessary to refer to the detailed background material prepared for that element.

To assist in the review of each element included in the following report, a standard format has been adopted. The first section under each element introduces the general nature and scope of the element. For the various mandatory elements, or those elements required by State law to be included in a General Plan, reference is made to the specific provisions of the California Government Code pertaining to such elements. In certain instances the General Plan guidelines, as adopted by the California Council On Intergovernment Relations (CIR), are also discussed in relation to each mandatory element.

The second section under each element discusses the general relationship of the element to other elements of the General Plan. Various details and findings are reviewed in relation to the impact on specific proposals of each element.

The third and fourth sections within each element describe findings and recommendations, respectively, for the implementation of the element. Included with the summary of findings are various maps or diagrams applicable to each element.

In addition to this document, a separate document, entitled "General Plan Policies," has been developed, incorporating the various goals and policies which served as guidelines for the General Plan. The report lists the basic goals and policies as set forth in the Citizen's Interim Policy Plan of June, 1973, along with certain policy amendments or additions based on the detailed general plan studies. The goals and policies are intended to provide a greater understanding of the basis for various general plan proposals, and a detailed set of criteria by which to review each general plan element.

Conflicts may exist between conclusions delineated in this document and the background material. In resolving such matters, the Planning Commission should consider that this document has been prepared for the purpose of condensing material into a retrievable form and also to clarify and emphasize certain issues.

A separate large-scale composite map has been prepared in order to illustrate the General Plan. The composite General Plan map serves as a general guideline in the evaluation of projects to determine their consistency. However, in the detailed analysis of individual projects, one must refer to the individual maps within each of the many elements of the Plan. Conflicts between the individual maps of the Plan and the composite General Plan Map must be resolved through interpretation by the Planning Commission. During this analysis, the Planning Commission must keep in mind that there may be many conflicting designations and criteria placed on land in each of the individual elements and that the composite General Plan Map is, at the time of adoption of the Plan, the best synthesis of all that information.

SUMMARY OF GENERAL PLAN PROCESS

This General Plan is the result of a 20-month effort by the City of San Juan Capistrano; through its Citizen's Advisory Committee, Planning Department, Planning Commission and the City Council in conjunction with the planning consultant firm of Haworth, Anderson and Lafer. Initial phases of the program began in February, 1973, with the formation of the Citizen's Advisory Committee. The Committee, composed of five sub-committees and nearly 100 members, served to identify the major issues, goals and policies for future development in the City of San Juan Capistrano. The findings of the Committee were incorporated in a separate report generally titled the Citizen's Policy Plan.

During the review and adoption of the Citizen's Policy Plan by the Planning Commission and City Council, the planning consultants conducted various detailed research studies. The studies included: a land use inventory; a population and housing inventory; various economic base studies; a study of present traffic and transportation systems; the review of existing public facilities and utilities; and an environmental inventory of various open space and natural resources. The detailed findings from each of the studies were incorporated in a Background Research Report, submitted to the City in August, 1973.



In subsequent phases of the program, the planning consultants proceeded to develop various alternative plans for future development within the City. The alternative plans were each evaluated in terms of their potential impact upon natural environmental features, their relationship to existing and proposed development, their potential impact on existing and proposed circulation and public utilities systems, their potential impact related to market demands, private development costs, and public cost/revenue, and their relationship to the community goals and policies set forth in the Citizen's Policy Plan.

The various alternative plans and findings were each presented to the City through a series of public worksessions before the Planning Commission. The review and selection among various alternative plans, including several alternatives suggested by the Commission, resulted in the development of an interim land use plan. The interim plan was tentatively approved by the Planning Commission and City Council in January, 1974, to serve as a policy statement and interim guide for development until the completion of the General Plan.

Following the approval of the interim plan by the City, the planning consultants then set about to refine various studies and projections, ultimately leading to the completion of the General Plan. The General Plan and its 13 attendant elements, were each reviewed by the Planning Commission through a series of public meetings. During the meetings, the planning consultants met with the Commission for intensive review of the General Plan maps, report text, the underlying principles and objectives of the Plan, and the factual justification for its provisions. On October 15, 1974, the Planning Commission held a final public hearing on the General Plan, at which time they formally adopted the plan in accordance with the provisions of Resolution No. 74-10-15-2-PC.

Similarly, at a public hearing on December 18, 1974, the General Plan was presented to the City Council. Following public testimony and discussion before the City Council, the Council moved to adopt the General Plan in accordance with the provisions of Resolution No. 74-12-18-1. Copies of the resolutions adopted by the Planning Commission and City Council are included in this document.

The General Plan for the City of San Juan Capistrano represents the end product of a long and detailed study process. It has been derived by way of comparison and selection among several possible alternatives, and represents the most desirable alternative consistent with the various environmental, social, physical, and economic goals and policies of the community.

The report included in the following pages contains only a limited portion of the data, the research findings, and the contents of the studies conducted by the planning consultants since early February, 1973. The main body of background information and studies is found in each of the detailed general plan elements submitted separately to the City. Copies of each of the detailed elements are available for reference at the City offices. The separate large-scale composite, together with other graphic displays used in design studies and public meetings, are also available for reference at the City offices. Smaller scale versions of various maps pertaining to a number of the elements are included in this report, so that the reader may have some clearer understanding of the plan's provisions.

1. LAND USE ELEMENT

Because of its unique coastal location and physical environment, San Juan Capistrano has been and will continue to be, subject to population growth pressures. Growth should be carefully controlled and directed toward making a positive contribution to all elements of the present community. Growth in San Juan Capistrano should be a cautious, evolutionary process that follows a well conceived set of general guidelines and specific quality controls. The underlying growth philosophy should be to preserve the present character of a small self-contained, village-like community with abundant open space.



INTRODUCTION

Government Code Section 65302(a) requires a land use element of all city and county general plans, as follows:

A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of the land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.



The Land Use Element of the General Plan is a long-range guide to the development and redevelopment of all lands (both public and private) within the area of the City. The Element consists of both diagrams and text indicating generally in what manner, where, and to what extent, proposed public and private uses of land are to be accommodated according to public policy, and how such proposals are integrated with other elements of the Plan. The Element includes general statements of land use development policy—objectives, principles and standards (such as building intensity and population density) related to the various land use proposals.



The Land Use Element seeks to combine, revise and update various proposals of previous land use plans, utilizing more recent and in-depth studies and techniques. The objective of this effort is to establish a new basis and framework by which more adequate and detailed planning can take place in accord with the goals and policies recently adopted by the City. It seeks to provide the decision-maker with a working document for use as a guide in making day-to-day land use decisions. It also seeks to provide a clearer understanding and direction of the ways in which both public and private decisions can best be made and carried out on a daily basis in light of long-range concerns.

The major steps leading to the development of the Land Use Element are outlined on the following page.

As a process, the simplified step-by-step procedure listed on Table One did not involve a discrete series of steps, rather a continuous feedback and review procedure among each step as additional new information, issues and objectives were identified. This same basic procedure should be followed in reviewing the Land Use Element and any prospective change in the future. Possible modifications by way of new information or circumstances should be developed through this same process in order to make direct comparisons.

The Land Use Element represents a desirable pattern and direction for the ultimate future development of San Juan Capistrano as determined at this point in time. As new information becomes available or circumstances change, the Land Use Element may be revised through the amendment process. Thus, the Land Use Element is not a final picture of the City; it is an expression of what is desired for the future, based on today's knowledge and circumstances, and is part of a continuous planning process requiring continued research, policy review, and revisions. Revisions to the Element must be made only after thorough study indicates the desirability of a revision, and where such revisions have been developed within the procedural framework established for the Element.

**ANALYTICAL PROCESS LEADING TO THE
DEVELOPMENT OF THE LAND USE ELEMENT**

- Step 1 Determine overall suitability of undeveloped and uncommitted areas for development—based on all previous environmental inventories, goals and policies.
- Step 2 Develop land use matrix related to the tolerance and suitability of each area for development (providing a series of possible alternatives consisting of land use types, densities, etc.)
- Step 3 Refine the distribution and extent of various land use alternatives based on physical, social and environmental relationships, and initial market projections for commercial and industrial uses.
- Step 4 Within the opportunities and constraints posed by the natural environment—determine the economic feasibility, cost/benefit, etc., of each land use alternative (testing policies, market demands, etc.).
- Step 5 From the range of possible alternatives— project ultimate land use, population and public service demands (for comparative impact analysis).
- Step 6 Analyze overall or ultimate cost/revenue relationship in terms of public lands, services and facilities.
- Step 7 Select most desirable alternative in light of environmental, social, physical, and economic goals and policies.
- Step 8 Refine potential land use, population, and cost/revenue projections based on selected land use alternative.
- Step 9 Adopt final modifications in light of any additional information, issues and objectives.
- Step 10 Establish detailed implementation program.

RELATIONSHIP TO OTHER ELEMENTS

The Land Use Element is but one of a series of elements and relationships composing the General Plan. In differing degrees, all of the elements of the General Plan will contain policies or proposals which relate to the Land Use Element. The Land Use and Circulation Elements are almost inseparably related. The pattern and intensity of uses have directly determined the volume of traffic along various segments of the circulation system. The circulation system, thereby, performs a service function enabling people, businesses and various other entities to carry on activities at selected locations throughout the community.

Conversely, the effects of circulation systems (noise, pollutants, accessibility) impact the type, intensity and location of various proposed land uses. Commercial and industrial uses are generally limited to areas served by one or more major transportation facilities. Such facilities provide direct access to support uses, a convenient channel for the movement of goods and services and continuous exposure to the largest number of persons or households within a central trade area. The location of commercial, industrial, and higher density residential uses with access to major transportation facilities serves to maintain a desirable level of service necessary to handle larger volumes of traffic. However, in the preparation of the Plan the role of circulation has primarily been to service land uses.

The Land Use Element defines a housing-distribution based on physical determinants, e.g., compatibility between contiguous areas and the capability of an area to accommodate levels of development intensity. This distribution was tested by socio-economic criteria embodied in the Housing Element. The result of that analysis found that the elements are compatible and consistent in realizing the goals of the General Plan.

The Seismic, Public Safety, and Noise Elements have provided information and policies regarding various natural and man-made hazards which, in several instances, have restricted the pattern and intensity of uses. Together with the Open Space and Conservation elements, they have defined lands to be reserved in a natural state, lands for urban purposes, and land for the production of food or fiber. The Open Space and Conservation elements have defined criteria and standards and identified various programs needed to control the impact of man's activity on the natural environment.

The other elements have, therefore, served to place various demands and restrictions on potential alternative uses included in the Land Use Element. Although the Land Use Element embodies many of the findings and recommendations of these other elements, it does not contain all the details necessary to fully understand the intended implications or proposals of each. A working knowledge of all other elements is both desirable and necessary to a more complete understanding of this General Plan.



SUMMARY OF FINDINGS

Land Use Concepts. The Land Use Element is the product of a long and detailed study process. It has been derived by way of comparison and selection among several possible land use alternatives, and represents the most desirable alternative consistent with the various environmental, social, physical, and economic goals and policies of the community.

The separate large-scale General Plan Map designates the proposed distribution, general location, density, and intensity of uses for the ultimate development of the City based on the most accurate assessment of today's information. By combining the evaluation of the suitability and development potential of lands within the City and the application of adopted goals and policies of the community, the various land uses designated by the Plan can accommodate a future population of 42,000 people. The important concepts represented by the Land Use Plan, as shown on the General Plan Map, include the following:

- The distribution of additional increments of population over the general area of the City in an equitable fashion. This was done by maintaining a consistency among various concepts which were applied in the allocation of land use intensities. In applying these additional increments of population, higher intensities were applied in the flat lands of the valley floor and in relatively close proximity to the existing center of the City.

- In assigning the distribution of the additional increments of population, it was determined that the distribution of new housing would primarily be at either low or very low densities. This became apparent because most of the previous development in the City had occurred in the flat lands, and the remaining geologically unstable and difficult to develop hillsides and ridges comprised the bulk of the remaining land area in the City. In this context, decreasing land use intensities were assigned as slopes increased, i.e., the steeper the slope, the lower the density.

- Because of the negative effects which had been witnessed by the community during the accelerated growth rate experienced before the undertaking of the Plan, it was apparent that an overall reduction in the population potential from that which was projected by the previously-adopted General Plan and that which might be anticipated from proposed projects must be achieved. The average housing density has been reduced below the current figure of 5.2 units per acre to approximately 2.1 units per acre.

- The preservation of major amounts of open space as necessary for the protection and conservation of various natural resources, for outdoor recreation, the enjoyment of scenic beauty and areas of historic/cultural value, and for the protection of public health and safety. Open space areas constitute approximately 30 percent of the total area within the City.

- The designation of various natural hazard areas (i.e., earthquake faults, major landslide areas, areas subject to seismic hazards or to flooding, etc.) for permanent open space use.

- The designation of various natural resource areas (i.e., significant watershed, groundwater recharge areas, significant plant and wildlife habitats, etc.) as permanent open space.

- The designation and location of new commercial developments to be established as a series of neighborhood centers to serve the residents of adjoining areas. The uses within such centers would be limited to serving the convenience shopping needs of local residents.

- The designation and location of new industrial or light manufacturing uses and related commercial uses near the existing airport. This general area (with the exception of two possible extensions east of Interstate 5 and one south of Del Obispo) would be reserved for future industrial uses in accordance with projected market demands.

- The designation of a range of residential densities to facilitate various housing types and afford both existing and future citizens and employees of San Juan Capistrano the opportunity to reside within the City.

- The preservation of major ridgelines and other prominent hillside features by designating a low density use near such areas. The low density designation is intended to permit either single large acreage or clustered developments which would serve to incorporate the preservation of such features by their specific design.

- The concentration of major commercial developments within the existing central business district, thus strengthening its economic and visual amenities, and guiding the opportunity for efficient service to the community by way of future mass transit facilities.

- The discouragement of strip commercial development along arterial streets. It is recognized that such areas may not be desirable for residential use; however, specific design controls such as major landscaped setbacks, parking restrictions, sign controls, and limited vehicular access, can be instituted more readily and in such a manner as to enhance the desirability of such areas for residential purposes.

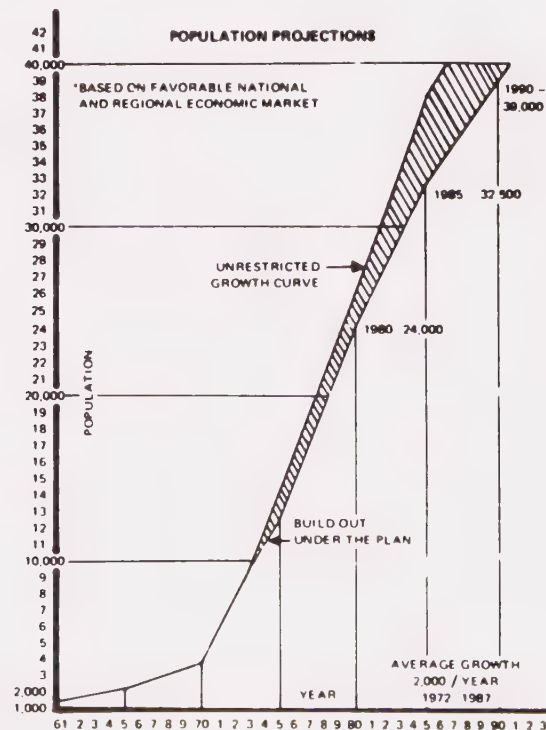
The most important concept which evolved from the Citizens Policy Plan has been to emphasize that continued growth (beyond the effective date of the plan) should be carefully controlled and directed toward making a positive contribution to all elements of the community. Growth in San Juan Capistrano should be a cautious evolutionary process that follows a well conceived set of general guidelines and specific controls. The underlying growth philosophy should be to preserve the present character of a small self-contained village-like community with abundant open space. The land should be committed for the development over a period of time, consistent with other elements of the plan. Land utilization should be carefully spaced over the years and not disproportionately committed in a few years.



Residential Growth Rate. In the course of the preparation of this Element, studies pertaining to the local housing market and the absorption of the potential housing stock were made. The anticipated year-by-year absorption into the market of various density classifications is listed on Table A of the draft element. The graph below illustrates the past population growth of the City and population projections to the eventual buildout of the Plan. The population projections are based upon an adoption of the General Plan in Winter, 1974, and the easing of the current deferral period in the Spring of 1975. These housing projections are based upon a sound national economy which will provide a growth potential similar to that experienced during the period 1970-1973. The projections indicate that the City may grow by an estimated 2,000 inhabitants per year for the next decade. After that time, the growth rate will slow as the City reaches maturation.

From a review of the studies which have been prepared for the preparation of this General Plan and examining the housing market in light of the national economic condition as of winter, 1974, it is anticipated that the absolute growth shown on these charts will not be realized within the time frames indicated. However, during periods of favorable economic conditions the growth rate may approach that as indicated on the chart.

If the City's growth rate exceeds that which has been indicated, or if at any time the absolute number of the population exceeds that indicated, the City should evaluate the impacts of this extraordinary growth upon its abilities to provide services and to maintain the balance of uses as projected in this Plan.





Residential Land Uses. Residential land uses have been divided into six categories, ranging from a Very Low designation with a maximum density of one unit per gross acre, to a High designation of eighteen units per gross acre. In addition to relating development potential on a particular parcel, the breakdown of land use intensities in a residential district also reflects the future character of development in each area of the community. For example, in those areas designated as very low density with a maximum of one unit per acre, the largest percentage of development would be one-acre estate-type lots. However, within this designation, clustering would be allowed in cases where environmental features, such as ridgelines, would be preserved. Small farms of two and three acres would be encouraged in areas where the topography warranted such type of development. In the zoning ordinances which will be drafted to implement this Plan, it is anticipated that the category shown on the General Plan as very low density may be further defined into two or three zone districts. At the other extreme, the high density areas would serve to fulfill the City's need for transient housing in the form of apartments.

The most predominant form of housing is that in the category of medium density, which would include single family detached units in standard subdivisions and low intensity condominium projects.

The General Plan designations relate to a gross density. Those areas on the Plan shown in the 2.0 open space category have a density equivalent of one unit per acre placed upon them, except for those areas located in flood plains which have a value of zero. The geographic areas designated for residential development on the plan, combined with the density allocation, give a rough number of housing units which may be developed in an area and be consistent with the General Plan. For example, if an area scales out to approximately 50 acres and has a density of two units per acre, the applicant should begin the project planning with an expectation of accommodating a unit count of 80 without going over that limit. In the course of preparing documentation for a tentative map, rezone, or other administrative procedure the applicant must more finely define those portions of the property which are developable or fall in undevelopable categories as indicated by the 2.0 designations. Under the developable classification, the Plan includes areas set aside for streets, off-street parking, parks, and open space (if open space is not a 2.0 designation). This will result in a "net" density higher than the "gross" density shown on the Land Use Map. In cases where a parcel has more than one designation within it, the sum of the density allocations of that parcel may be redistributed among the developable areas as long as other principles of the plan such as compatibility of land uses are maintained.

The table below provides a breakdown of residential land use distribution. The present and potential population, by way of existing and approved residential uses within the City, includes an estimated 18,550 people. These uses will occupy some 1,290 acres of land. Further, the overall housing density, based on the total number of existing and approved residential units (some 6,800 units), and the total acres currently developed or approved for residential use (some 1,290 acres), is 5.27 units/acre.

**ADDITIONAL POPULATION AND HOUSING CHARACTERISTICS
PROPOSED LAND USE PLAN**

Density Category	Density U/Acre Gross	Number of Acres	Number of Units	% of Acres	Total Units	Persons Per/Unit	Estimated Population
Very Low Density	1	1,940	1,940	56.3	26.1	3.5	6,780
Low Density	2	758	1,515	22.0	20.4	3.5	5,305
Medium-Low Density	3.5	289	1,010	8.4	13.6	3.2	3,185
Medium Density	5	356	1,780	10.2	23.9	3.0	5,380
Medium-High Density	8	71	570	2.1	7.7	2.5	1,260*
High Density	18	34	615	1.1	8.3	2.3	1,405
TOTALS		3,448	7,430	100.0	100.0	N/A	23,315

*Includes reduced figure due to estimated population increase for new mobile homes at 2.0 persons per/unit

Additional new residential uses identified in the Land Use Plan, would add an estimated 23,300 people. The proposed residential uses would occupy a total of 3,448 acres and provide approximately 7,430 new housing units. The overall average housing density of additional, new residential units by way of the Land Use Plan, (per the General Plan Map) is 2.1 units/acre.

Economic Implications. In the preparation of the draft Land Use Element, economic investigations were undertaken by the firm of Alfred Gobar Associates, Inc. That analysis shows that the mix of designated land uses and rates of absorption, as depicted in the General Plan, are such that no adverse economic implications should be encountered in the administration of the City. Further, the analysis shows that the distribution of land uses within the City is such that commercial/industrial services provided by private business enterprise can be accommodated in the City and supported by the ultimate population; and conversely that the ultimate population can be adequately served by the amount of land use allocation given to such enterprises.

The economic analysis associated with the Plan did not investigate economic implications upon any particular parcel of land as to whether or not it could realize development under the restrictions which are inherently a part of a general plan. Although individual economic hardship is not a prime determinate in the distribution of land use intensities, it should be one of those many factors considered when an application is made before the legislative body for reconsideration of general plan designations upon specific parcels.

The City should actively pursue methods by which the economic needs of all vested interests (e.g., landowners, homeowners, and other tax payers) may be adequately compensated for their cooperation in implementing the open space program identified in the Open Space and Conservation Element. Under public acquisition or securing land for public use, it shall be paid for on an equitable basis. Special bond issues or special assessments shall be required so that everyone in the City pays their equitable share of all open space that may be acquired.

Commercial Land Uses. The Land Use Element designates some 180 acres of land for commercial uses. These are designated in two categories: neighborhood convenience centers and general commercial. The general commercial category relates to a wide range of uses including general retail, tourist-related uses, professional and financial offices, etc. These are proposed to be concentrated in and near the downtown area. The reason for this is the draw of the tourist to the Mission and the downtown area. Additionally, there is land in the downtown area which is not suitable for other uses because of past development patterns.

An area east of Interstate 5, south of Ortega Highway, has been designated as Planned Community, involving industrial, commercial, and office uses. The reasons for this designation include the fact that the area is well-situated to provide an excellent setting for very specialized uses. It is not the intent nor will it be allowed that this area become the location of a regional retail shopping outlet. A second factor for the

designation is that the land is so situated that it does not favor a wide variety of lower intensive uses, with the exception of medium to high or high density residential. This is primarily because of its proximity to Interstate 5, the Ortega Highway, and La Novia, which shall all be major traffic carriers and, as such, would add to an adverse setting for housing.

The designation of neighborhood commercial is defined as a commercial center to serve a population of 5,000-10,000 people. The range of uses included in such a facility would include a food market, small hardware or equivalent store, branch bank, personal services such as barber, dentist, etc. Uses which would serve a regional market such as department stores, recreational uses (bowling alleys), financial centers, etc., are not harmonious with the neighborhood convenience center. The neighborhood convenience center has been allocated a land area of approximately 4 acres to approximately 8 acres. The commercial facility located easterly on the Ortega Highway is to serve only limited convenience needs and should be approximately 2 acres.



Additional commercial activities will be allowed in the designation identified as quasi-industrial. It is an intent of the Plan to limit strip commercial development. It is for this reason that retail use will not be encouraged in this designation, but commercial enterprises such as warehousing, assembling, large-item (e.g. automobile sales) uses, hotels, motels, restaurants, and retailing as an accessory use would be accommodated. The Public/Institutional designation on the land use map may also contain uses which will relate to the economic base of the City. (See discussion of public/institutional uses.)

Commercial-recreation use areas are shown on the General Plan Map. This designation has been applied to those areas which (during review of the General Plan) have been deemed not to be suitable for residential or general commercial uses. Uses considered compatible within this designation include gymnasiums, bowling alleys, cinemas, and similar uses which are conducted within a building.

Other recreation uses are permitted under the designation of Open Space-Recreational. These facilities would include golf courses, swimming schools, tennis clubs, and equestrian clubs in that they are primarily of an "outdoor" nature.

"Office" designations, as such, have not been designated on the General Plan Map except as they are allowed within Commercial and Public/Institutional designations. Office zoning may be considered consistent with the General Plan when it is requested for a parcel for which the General Plan indicates a land use intensity of 5 units/acre or greater residential and where the residential designation is not the most appropriate use of the land.

Industrial Land Uses. Industrial land uses designated in the Land Use Element occupy approximately 220 acres. Nearly 145 acres, or 60% of the total, is now developed or committed for development. Some of this development is not presently in industrial use.

The industrial designations are divided into two categories. The industrial park category is placed on large parcels of land for which industrial development is to be extremely limited to highly compatible uses. Industrial uses are generally confined to areas that will remain buffered from residential areas by freeway and flood channel, yet are close to rail and road systems. The quasi-industrial district shall allow a range of uses, from those including commercial activities (with the exception of general retailing) to warehousing and transfer activities.

Recognizing that the plan is a reflection of the ultimate development of the City, an industrial designation was placed upon the existing airport. The City will find that the airport will become less compatible with the development which will encroach around it. Acknowledging that residential development is occurring to the south of the airport and will be impacted by flight patterns, it is only a matter of time until the airport will succumb. No other provisions have been made for the location of an airport within the city limits of San Juan Capistrano. There has been direction given through the Policy Plan that attention should be given to the location of a general aviation airport in the general vicinity of San Juan Capistrano.

Open Space and Recreation Uses. The Land Use Element indicates major open space areas to be retained on a permanent basis, per the Open Space, and Parks and Recreation Elements. The major portion of open space lands are situated within the hillsides. The largest single area of open space in the southeastern section of the City includes the proposed Prima Deschecha regional park. Other major open space areas are situated along flood plains.

Included within the open space category are proposed neighborhood, community and specialty parks. Including both existing and proposed parks, the estimated total area of land designated for open space use is 2,240 acres, or approximately 30 percent of the total area within the present city limits.

Special Study Areas. Special Study Area designations on the land use plan coincide with the Los Rios and "Little Hollywood" areas. This general area contains some 40 acres of land, extending from the Trabuco Creek flood control channel east to the AT & SF railroad line, and from Mission Street south to Del Obispo Street. The area contains several older residences, including a number of important historical value, such as the Rios and Montanez Adobes.

The Parks and Recreation Element recommends that the majority of land within the Los Rios area be maintained as park land, including a community park and an historical park. The community park would be oriented toward serving the general recreational needs of the residents. The historical park would contain artifacts and buildings of historical value. The historical park is also recommended to contain a museum, in combination with research facilities, and a meeting hall for the proposed Cultural Heritage Commission and the local Historical Society.

It is proposed that the historical park be located immediately west of the existing residences in the Los Rios area and serve as an extension of a community park. The balance of the Los Rios area is proposed to remain in residential use, providing space for either new housing starts or housing improvements for existing residents, and the introduction of a limited amount of commercial uses (arts, crafts, tourist-service, i.e., cafe, etc.) to serve either in conjunction with the residential uses or as separated uses of a compatible nature with the residences and park facilities.

Valley Rd.-San Juan Creek Rd. hotel. In 1983, the City approved an amendment to the Land Use Element for a prominent knoll located at the southeast corner of Valle Road and San Juan Creek Road. General Plan Amendment 83-1 provides for the designation of 9.5± acres as a Special Study Area. Its designation as Special Study is restricted to providing for the location of a hotel/convention facility designed and located consistent with Zone Change 82-9, and Architectural Control Application 82.5.

(Preceding paragraph added per GPA 83-1)

Elkins-Yates Area. The City Council, in December 1983, approved an amendment to the Land Use Element (GPA 83-3) by designating a 7.68± acre parcel (Elkins-Yates area) as SS (Special Study). The purpose of this amendment was to designate particular land uses which would be appropriate for the area due to the many environmental constraints present on the property. As a part of the Council's consideration, the following development constraints were identified for the area:

- a) **Tree Preservation**—There are several large groups of trees located within the study area. Whatever land use mix is developed is to preserve these tree clusters.
- b) **Circulation and Access**—The study area will be served by Valle Road. The types of land uses should be designed such that the overall traffic volumes would not be increased from that currently projected for the area.
- c) **Hillside Preservation**—A portion of the study area has existing slopes greater than 10 percent. Primary focus should be directed to minimizing the grading impacts into such portions of the study area.
- d) **Architectural Elevations**—Any building elevations for the study area should address particular attention to implementing a full-pitched roof design. In addition, all mechanical equipment should be ground-mounted and screened, or located within a building.
- e) **Compatibility With Adjacent Residential Uses**—Land uses should be visually pleasing and have operational characteristics which will be compatible with the residential and open space uses adjacent to the study area.
- f) **Noise**—The area is totally within a high noise impact area. Therefore, any type of land use mix should be such that it is either compatible with such an environment or arranged so that adequate mitigation measures can be accommodated in an ultimate development program.

In response to the above criteria, the following land use mixes would be considered generally consistent with the Special Study designation on the General Plan, subject to the ultimate approval of a specific plan. They include public institutional and commercial recreation uses. Possible mixed use concepts are graphically described in the following examples:

(Preceding eight paragraphs added per General Plan Amendment 83-3)

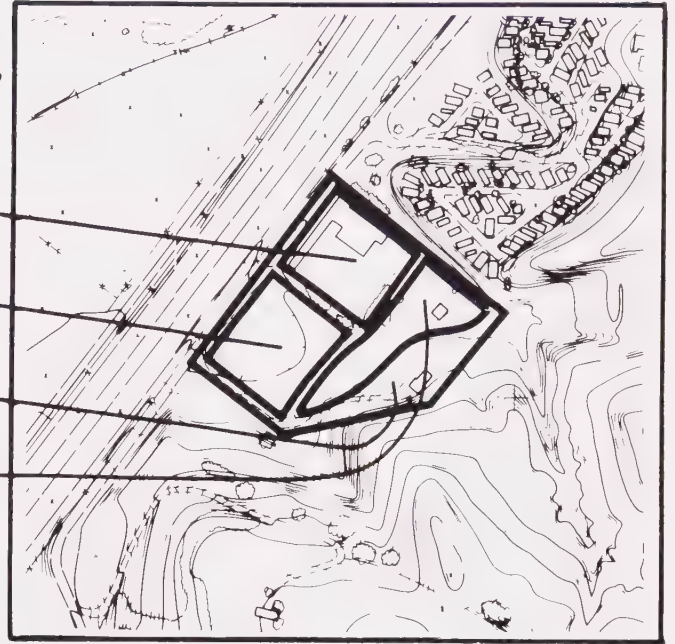
A.

automobile dealership

private recreation

open space

public/institutional

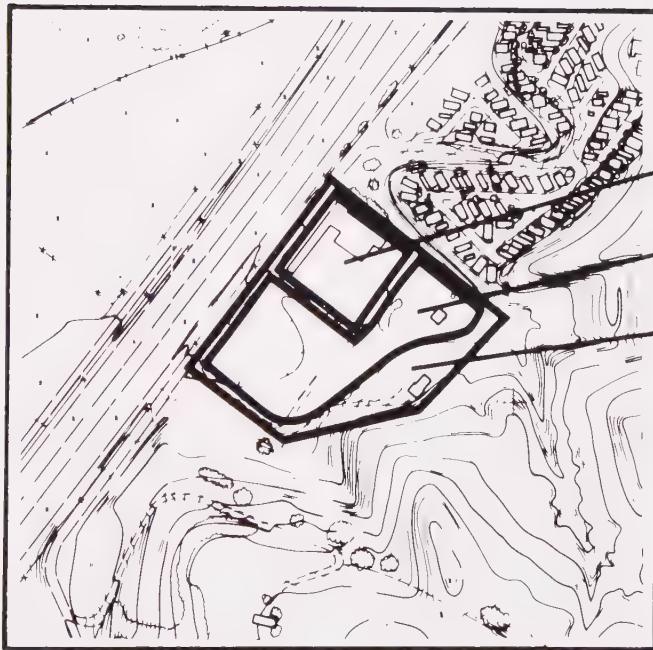


B.

automobile dealership

public/institutional

open space

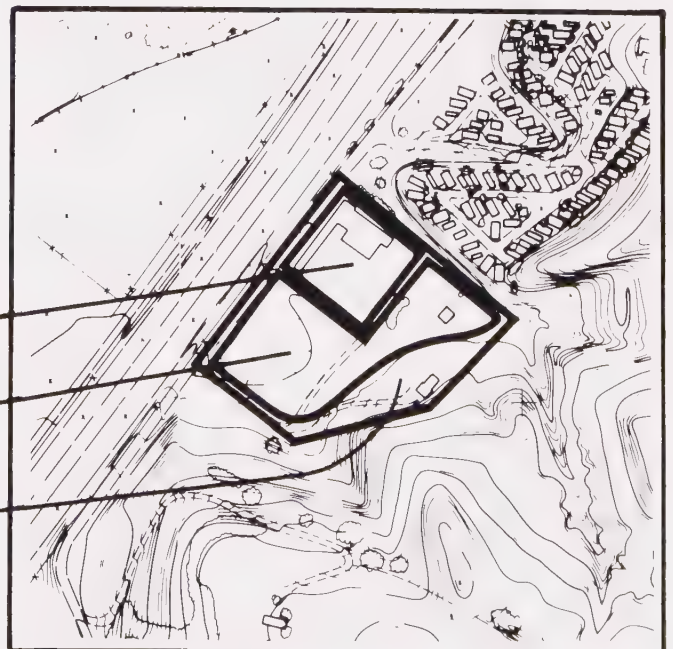


automobile dealership

commercial recreation

open space

C.



(Preceding section added per General Plan Amendment 83-3)

Public/Institutional Land Uses. Areas generally designated as public/institutional uses include existing schools, churches, fire stations, and utility substations. Additional facilities, by way of schools, fire stations, community centers, etc., are discussed in the Public Facilities Element. Some future schools are designated on the map. In addition to these uses, office complexes may be considered compatible with the Public/Institutional designation.



In April 1982, the City approved an amendment to the General Plan providing for the designation of $14.2 \pm$ acres as Public Institutional land use for property located on the southeast corner of Rancho Viejo Road and Mission Hills Drive. This designation is restricted to providing for the location of a medical facility, which is to be limited to medical offices, medical support facilities, surgery center, accessory pharmacy, and private recreation facilities. The nature of development is to be low-key, integrating one and two-story elements located and designed to provide a residential and recreational character compatible with adjacent residential designations.

(Preceding paragraph added per GPA 82-1B)

Noise Impact Area. The composite map identifies a “noise impact area” in which it is essential that proposals are reviewed in accordance with the guidelines incorporated within the Noise Element.

Planned Community Category. The PC, “Planned Community” designation on the proposed plan refers to various large areas of land under single or common ownership which may potentially contain a variety of residential densities and housing types, a neighborhood commercial center, recreational facilities, and similar combinations of land use. The designation is recommended to require the subsequent development of a comprehensive plan for each of these areas and for any proposals related to the development of a multiple combination of uses. The comprehensive plans for each area would consist of a map or maps detailing the proposed distribution, general location and extent of areas of land devoted to various uses as consistent with the overall General Plan. The uses would generally include the designations for proposed residential, commercial, recreation, open space and circulation facilities to be provided within each area, along with descriptive statements as to the objectives, principles and standards to be adhered to by the development.

The maximum overall number of residential units which could be developed in the planned community areas is indicated on the separate large-scale General Plan Map. A variety of residential housing types and densities may be developed within the PC areas, provided the overall number of units does not exceed the designated maximum calculated at densities indicated in the General Plan.

The PC designation has also been placed upon areas of land which involve several larger pieces of land and for which there have been multiple use designations. Through this tool, it is required that applicants within these areas master plan the total area under consideration prior to review of any individual plans.



Forster Canyon Planned Community. In 1978, the City approved a major amendment to the General Plan for approximately 450 acres of land located on the east side of Interstate 5, between San Juan Creek Road and Camino Las Ramblas. This study area included the former Forster Canyon Sanitary Landfill, the McCracken Hill area, and Window Hill, overlooking Camino Las Ramblas. At the culmination of this study, General Plan Amendment 78-1 was adopted by the City Council. As a part of that action, the following statements were included to further guide ultimate development of the area:

As part of General Plan Amendment 78-1, a specific study was conducted to analyze the development impacts and environmental constraints present within the study area, particularly as they relate to residential densities and locations. The 2.0 General Open Space areas shown on the separate large-scale General Plan Map shall be maintained as open space. The density credit of one dwelling unit per acre has been taken into consideration in the designated residential densities and shall therefore not be used as a credit for calculation of units during development review. The development potential of the 2.0 General Open Space designation shall not exceed one single-family dwelling unit per 5.0 acres. In such a situation, the applicant shall be required to submit documentation that the construction of such a dwelling meets all other applicable requirements of the General Plan and Land Use Code.

Certain parcels located at the base of the area known as "McCracken Hill" (Overton/Bridges and Kilbride parcels) have been designated SS (Special Study) in order to provide the individual owners sufficient time to submit detailed information on the development potential of each of the parcels in accordance with applicable policies of the General Plan and provisions of the Land Use Code. Those portions of said parcels located within the SS (Special Study) area shall be rezoned to GM (Growth Management). Upon submission and approval of any development concept, said area will be rezoned to SP (Precise Plan). The SS (Special Study) designation on the General Plan Map will provide the flexibility to apply an appropriate development classification upon submission and review of additional information without the requirement for a separate General Plan Amendment.

The City, in considering past development proposals for the area commonly referred to as "McCracken Hill", has identified the need to provide full public improvements (e.g. streets, sewers, etc.) to serve the previous residential density. Although General Plan Amendment 78-1 reduces the intensity of ultimate development, the need for full public improvements is still recognized and has not been waived by the amendment.

The General Plan Map provides for the designation of a 5.0 Public/Institutional use in the general location of the area known as Window Hill". Said land use designation is not intended to indicate a specific location, but rather to identify a need for an approximate 8.0 ± acre public facility. The developer, as a condition of approval on future development proposals, will be required to dedicate said land to the City for a future public/institutional use.

The burden of providing public improvements to serve the area within General Plan Amendment 78-1 shall be the responsibility of the developer. Said improvements shall include the construction of the major backbone circulation, sewers, water transmission lines and other public facilities required to mitigate adverse environmental impacts associated with ultimate development of the area. The scope of said improvements shall be addressed during preparation of a more precise environmental evaluation assessment associated with a PC (Planned Community) District zone change. Furthermore, the first phase of development shall meet all City requirements, including dual access and complete construction of the backbone circulation system.

The circulation and land use designations for the area commonly identified as "Window Hill" have been determined to be appropriate and consistent with other policies of the General Plan. This determination was based upon a grading impact analysis prepared for General Plan Amendment 78-1. These exhibits depict the major landform alterations which would be required to implement the intent of the General Plan. The major ridgeline mass is maintained as approximately 450-455 feet (current elevation is approximately 460 feet). Rounding and contouring have been used to blend the ridge and graded areas into a concept similar to a natural configuration. Route 'D' is aligned to pass south of the ridgeline such that it will not be visible from the McCracken Hill area. Although each concept will require major landform alteration to correct the existing geologic situation, particular emphasis has been placed upon the finished configuration to insure consistency with the Hillside Management Regulations. With the implementation of a PC (Planned Community) overlay designation on the General Plan Map, additional design constraints and innovative techniques can be further refined to insure a development concept consistent with the Hillside Management Regulations and intent and purposes of the General Plan. The approved circulation and land use plans for this area shall not be construed and/or obligate the City to approve any future development proposals which are not consistent with the exhibits prepared for General Plan Amendment 78-1.

Alignments shown for Route 'D' and the commuter road linking the McCracken Hill area with the Forster Canyon area to the north are based on minimum grading and environmental impacts. Implementation of other alignments will require evidence that alternatives will further reduce adverse effects.

In recognizing the adverse noise impact created by the location of Interstate 5, the City has developed a light industrial designation as a specific land use adjacent to the freeway. The light industrial category is intended to permit limited manufacturing and industrial uses which can be designed in such a manner as to be compatible with adjacent very low and low density residential development. Uses permitted within this land use designation should not be of a retail or commercial nature. Large single industries which can occupy approximately 10 acres each without adverse environmental effects should be developed. Examples are scientific and research firms, corporate office facilities, and clean electronic industries.

(Forster Canyon section added per GPA 78-1)

Agricultural Land Uses. The preservation and perpetuation of agriculture is an essential part of the General Plan. In the review process it became evident that the only way through which the community could maintain its agricultural and rural heritage would be to maintain a substantial portion of the valley in agriculture.

The Open Space and Conservation Element relates that of the more than 800 acres of Class I soils in the City, over 400 acres have already been developed. In order to halt this consumption of valuable production land, the separate large-scale General Plan Map designates approximately 230 acres for permanent agricultural uses. This designation has been applied in order to insure the implementation of the following policies:

- The underlying growth philosophy should be to preserve the present character of a small self-contained village-like community with abundant open space;
- To provide the opportunity for the production of crops in and for the community;
- To preserve the rural character of the community by maintaining active agricultural operations;
- To provide a continuing opportunity for promoting the agricultural heritage through active participation and association with agriculture;
- Because the sprawl of development into nearby agricultural areas has systematically diminished the available amount of agriculture land and has generated serious land use conflicts between existing agricultural and encroaching development, further encroachment into prime agricultural lands should be curtailed; however, some limited development may be allowed on the fringe area to complete logical urban development patterns and to assure a well-defined, stable demarcation between urban and agricultural uses; and
- That the conversion of prime agricultural lands to urban uses unnecessarily increases the costs of community services to community residents.

Specific farmlands to be preserved are shown on the General Plan Map as 4.2 "Agri-Business". The City zoning ordinance (Land Use Code) shall provide for such properties to enjoy the widest possible range of open field agricultural uses. Amendments to the LUC are recommended in order to (1) make permitted uses more consistent with farmers needs for flexibility, (2) provide adequate control of permitted uses to assure that compatibility and open space are maintained, and (3) prevent breaking up existing farms into 5-acre lots. Accessory support uses such as employee housing and retail outlets shall also be accommodated. The intent of the Agri-Business designation is to recognize agriculture as a type of business activity which will thrive best on an economic climate favorable to production and sales of agricultural products. Thus, when viewed as a business activity, it will be apparent that restrictions on farm operations would be counter-productive to preservation of agriculture.



Further, it gives appropriate perspective to City incentive programs which may become important measures in maintaining farm uses in the community.

In applying the permanent agricultural use designation, and in acknowledging the fact that the economic future of agriculture is threatened by many factors (e.g., inflation in costs of labor, energy, materials, and borrowing; production cost increases resulting from past development policies, high tax and utility assessments; conflicts with vandalism from nearby urban development), the City shall prepare an Agricultural Preservation Action Program which will provide financial or other methods of assistance to preserve agriculture. The City shall respond with appropriate incentive measures in the event that it is determined that the economic viability of any farm operation within the preserve areas requires such assistance. Further, the City shall proceed immediately to implement legislative and tax reduction measures.

In furtherance of the objectives to preserve agriculture, the City, as a part of the incentive program outlined in the Open Space and Conservation Element, is to establish a value mechanism (e.g. development rights transfer and/or partial development option) for the effect of General Plan Amendment 77-1 on such property designated 4.2 Agri-Business.

A partial development option, 5.3 designation on the General Plan Map, shall apply only to the 56 acres located on the northwest corner of Camino del Avion and Alipaz Street.

If a partial development option is utilized, it shall only pertain to property designated 5.3 as defined above. It should provide for a significant amount of the subject property to be preserved and specifically identify the types of land uses which would be compatible with an active agricultural environment. For example, compatible land uses could include public institutional facilities, such as schools, (public/private), churches, and health-related institutional uses. Residential, either multiple or single-family, is not to be considered compatible.

The Open Space and Conservation Element designates other areas, currently in agricultural uses (including grazing), which are considered to be temporary in nature. Although these lands are given land use designations in the Land Use Element, they should be zoned as agriculture in order to:

- Promote agriculture as a short-term use; and
- As a growth management device.

(Preceding section, "Agricultural Land Uses," revised per General Plan Amendments 77-1 and 85-2)

Equestrian Facilities. In considering the future of San Juan Capistrano's rural environment, careful consideration has been given to the role of the horse. Horses have been an integral part of the economics of the Capistrano Valley for hundreds of years. Most recently the horse has come to be very important as a source of recreation and learning for adults and children alike.

The relationship between children and horses is a very special one. As further development impacts the Valley's life style, care must be taken to perpetuate the role of the horse and to continue to provide opportunities for people to experience the healthy psychological and physical effects of horses.

Central to the survival of horses are boarding stables. The stables in San Juan Capistrano exist primarily for two purposes: one of which is to house, care for, and protect horses who belong to persons who do not have adequate space or time to provide for these animals, and to provide a healthy atmosphere for children in this community who may otherwise seek less constructive pursuits.

Since the majority of horseowners in San Juan Capistrano are indeed children and a large number of these children are responsible for all or part of their stable fees, the economics of boarding must be kept within their reach. If they are not, an association with nature through the caring of a horse may be denied to the young person who may need it the most. Future planning in the City provides a means for keeping stables economically feasible by acknowledging the above factors and by giving due consideration to them in the development of zone district and construction regulations. Equestrian trails are a part of the General Plan and are discussed fully in the Parks and Recreation Element.

OTHER FEATURES OF THE PLAN

Further detailed descriptions of each of the proposed uses and land use categories indicated on the General Plan Map are included in the background material for the Land Use Element. Also included is a more detailed description of the process leading to the development of the Plan and the analysis of particular characteristics related to demographic and economic factors, projected growth rates, and public cost-revenue projections.

Section III of the background material for the Land Use Element serves to describe the major issues and policies surrounding the proposed plan, particularly those related to the Citizens Policy Plan, and the compatibility or incompatibility of the plan with adopted policies.

IMPLEMENTATION MEASURES

The following section lists several major steps that may be undertaken to implement the various plans and policies set forth by the Land Use Element and other major elements of the General Plan. Additional implementation programs are included with each individual element submitted separately to the City.

The following list is not intended to be exhaustive and several additional programs may be added, certainly in greater detail, to those outlined below. The final phase of the General Plan program will serve to refine the list both in terms of detail and priority among any and all implementation measures.

Development of 5- and 10-Year Plans. The proposed land use plan indicates the desired general location and extent of various uses for the ultimate, future development of the City. Guidelines as to the timing and sequence of individual developments toward this end point will require additional detailed plans.

As discussed in the Land Use Element, two additional plans are recommended as a guide to immediate and middle-range land use development. The two plans would reflect desired stages of development at both 5- and 10-year periods within the framework of the longer-range General Plan. Changes in existing uses (particularly where the change is from a lower intensity use to a higher intensity use), and the development of areas presently undeveloped or devoted to agricultural use, would be phased in accordance with the 5- and 10-year plans.

Areas not intended for development within either the 5- or 10-year period would be zoned according to their present use. Other areas designated for development would be zoned or rezoned according to the uses specified by the General Plan. The exact period of time at which these areas may be zoned or rezoned for development, would be dependent on the nature of each proposed use and the lead time necessary for development.

Further detailed criteria, in conjunction with the plans, would be established to control the timing and sequence of development within the 5- and 10-year periods. The criteria would generally relate to the availability of public services and facilities (both existing and planned), and the relative rate and cost for either extending or improving such services and facilities. The criteria would generally be developed as part of the overall growth management program discussed in the Housing Element and Open Space and Conservation Elements. The 5- and 10-year plans would also be developed in accordance with the capital improvements program referred to by the Land Use Element and other elements of the General Plan.

Development of Specific Plans. The various studies and proposals by way of the General Plan indicate the immediate need for more detailed plans pertaining to particular areas of the community. These areas include: 1) the downtown area or Mission District, 2) the Los Rios area, 3) the proposed Civic Center area, and 4) the developing commercial area north of Mission Street (possibly included with the Civic Center area).

The specific plans for each area would detail further the general location, extent and design of the various uses as proposed by the Land Use Element and other elements of the General Plan. Such features as building site locations, open space and landscaping, circulation (pedestrian, bicycle, vehicular, public transit, etc.), off-street parking, building design, etc., may be detailed by each specific plan. Once such plans are prepared, subjected to public review, and officially adopted, each area would be zoned and developed accordingly.



Zoning Ordinance Amendments. The adoption of the General Plan will be followed by a comprehensive review of the City's zoning regulations. Whereas the General Plan sets forth the major development objectives and policies, and outlines how and where growth should occur, the zoning regulations are the primary means for translating the plan into reality.

The zoning map and land use provisions of the zoning ordinance must reflect the objectives, policies and programs specified by the General Plan.

The majority of the City's current zoning regulations date back to 1961, when the ordinance was first adopted. In subsequent years, several major amendments and additions have been made. The impetus for such amendments and additions has been the need to upgrade or extend adopted zoning regulations to reflect evolving land use trends and development policies.

The existing zoning regulations provide for twenty-three separate districts and a multiple number of provisions related to each district. Even with these provisions, however, the regulations fall short of their potential as a positive, guiding influence for development. Several of the standards set forth by the ordinance are inadequate and in some cases the controls afforded by the regulations have not been developed effectively. Weak points need to be revised, the standards upgraded to reflect the objectives and policies contained in the General Plan, and new concepts incorporated to make the zoning ordinance a fully effective tool.

New Ordinances. In addition to the review and upgrade of existing ordinances, several new ordinances should be considered per the policies contained in this General Plan. These include:

- Environmental Resources Management Ordinance
- Flood Plain District Ordinance (possibly incorporated as part of the resources management ordinance)
- Scenic Highways Ordinance
- Community Design Ordinances
- Historic Preservation Ordinances
- Growth Management Ordinances
- Property Maintenance Ordinance
- Community Noise Ordinance
- Modified Hillside Ordinance
- Flatlands Grading Ordinance
- Boundary Zone Ordinance
- Agriculture Protection Ordinance
- Dust Ordinance

Details regarding the nature and general application of each proposed ordinance are included in the Open Space and Conservation Elements, the Scenic Highways Element, the Community Design Element, Historic/Archaeological Element, Housing Element, and Noise Element.

Acquisition of Public Land. The General Plan Map shows the various major open space areas to be retained on a permanent basis per the Open Space and Parks and Recreation Elements. These various areas constitute approximately 2420 acres, or 30 percent of the total area within the present city limits.

While most of the areas will not require direct acquisition as public lands, others do represent a major financial commitment on the part of the City for either the purchase, improvement and/or maintenance of land for public use. The Open Space and Parks and Recreation Elements have outlined various prospective means of either acquiring or preserving open space areas, including: in fee, less than fee, various incentive programs, and zoning and land use controls. These are discussed in terms of each open space feature, respectively.

Various priorities in terms of each open space feature are also offered for purposes of discussion.

Specific costs relative to the acquisition, improvement and long-term maintenance of the various open space areas have not been developed. The direct costs to the City will vary greatly, depending on the type of open space, the specific program under which various areas may ultimately be acquired or preserved, and the prospective program under which various funds are to be obtained.

Capital Improvement Program. Major future efforts should also be directed towards the development of a phasing program for public capital expenditures, taking into account the projected growth rates as indicated by the Land Use and Housing Elements, and the direction of future growth as may be specified by the 5- and 10-year development plans. The program generally serves to schedule all major proposed projects (i.e., proposed transportation facilities, park facilities, civic center facilities, utilities, etc.) over a multi-year period on the basis of need and ability to pay. The time period for various cost estimates may be extended on a yearly basis for the first five years and thereafter, in increments of five years to the fifteen year target date of the General Plan. The projected capital improvements would be allocated each year in the City's annual operating budget.

The cost-revenue analysis of the proposed plan, based upon common, anticipated sources of funds and projected growth rates, serves to provide a general understanding of the amount of revenue that will likely be available for future operating expenses. The net cost of revenue amounts can be applied to projected capital improvements to determine the overall magnitude of future public expenditures. Projected capital costs will likely indicate the need for additional, new sources of funds.

Review and Update Procedures. The Land Use Element of the General Plan represents a long-range guide to the development of land within the City according to existing public policy. As such, it represents the desired pattern and direction of future land use as determined at one point in time. New information, new circumstances, and new opinions will likely demand change. If the Element is not to become obsolete or useless within a relatively short period of time, it should be reviewed and updated regularly. Each proposed change, however, must be measured against the community's objectives, and every change should leave the plan a complete and current statement of San Juan Capistrano's development policies.

The basic procedure outlined in the Land Use Element should be followed in reviewing any prospective changes in the future. Possible modifications by way of new information or circumstances should be made only after thorough study indicates the desirability of a change, and where such changes have been developed within the procedural framework established for the Element.

Additional criteria may also be formulated as to the general frequency with which prospective changes are permitted. Recent state law permits a maximum of three changes or amendments within a year's time.

Citizen participation in the early stages of the General Plan program proved extremely valuable in identifying community objectives and in pointing out the need for in-depth study of certain issues. Citizen interest should be maintained, although it is probably unrealistic to expect a group the size of each of the citizens advisory committees to remain active indefinitely. Perhaps a more efficient method would be for various members from each committee, and/or other members from the resident, civic and business communities, to maintain small standing committees to keep informed of the status of the plan and to elicit responses from other members of the community when important issues arise. Homeowner's associations can also serve as a vehicle for maintaining an interest in the planning activities of the City, particularly when their neighborhood is affected.

The Planning Commission and the City Council must sort and interpret the diverging viewpoints of the various groups, arriving at a consensus for action. Active citizen participation in the planning process is vital to this process. Individuals and groups with personal interests in particular decisions seldom fail to present their views effectively. The often silent majority must be represented if the Land Use Element and General Plan are to represent the community's desired future for San Juan Capistrano.

2. OPEN SPACE & CONSERVATION ELEMENTS

It is the objective of the community to conserve its natural resources, natural beauty, historical heritage and other land and water resources to shape and guide orderly growth and development, to maintain a community scale and identity, and to provide ample outdoor recreation opportunities.



INTRODUCTION

Open space and conservation planning are basic elements of the San Juan Capistrano General Plan. From the standpoint of actual physical patterns and form, these Elements can be reviewed as coordinating and guiding decisions related to the predominantly undeveloped and uncommitted areas which influence and shape the quality of the local environment. The Open Space and Conservation Elements take into consideration those open space areas as necessary for the preservation and conservation of various natural resources, for outdoor recreation, the enjoyment of scenic beauty and areas of historic/cultural value, and for the protection of public health and safety. In view of the various components of the Plan, it is the intent of the Open Space and Conservation Elements to:

- Provide ample outdoor recreation opportunities;
- Conserve natural resources, scenic beauty and agriculture, and other land and water resources whose retention is necessary for the continued maintenance of the quality of the environment and prosperity of the community;
- Shape and guide development in order to achieve efficient growth and maintain community scale and identity; and
- Prevent incompatible development of areas which should be preserved for scenic, historic, conservation or public safety purposes.

Amendments made in 1970 to state planning law added provisions for mandatory open space and conservation elements and open space zoning ordinances to city and county general plans. Specifically, all cities and counties in California are now required to adopt comprehensive general plans, including open space and conservation elements.

All actions by cities and counties must be consistent with the adopted local open space plan and, specifically, no building permit may be issued, no subdivision map approved, and no open space zoning ordinance adopted, unless the proposed construction, subdivision, or ordinance is consistent with the local open space plan.

An action program requirement mandates that every local open space plan shall contain an action program, consisting of specific programs which the legislative body (cities and counties) intends to pursue in implementing its open space plan. This program requirement is intended to ensure that lands designated for preservation and conservation will be an integral part of a viable implementation program geared to fulfilling the legislative objectives. The "action program" for the plan is contained in the implementation section of this Element.

Heretofore, state policy had not been explicitly established for the preservation and conservation of open space land. The current open space element requirement is seen to satisfy this deficiency as set forth in the following legislative declarations:

- “That the preservation of open space land is necessary not only for the maintenance of the economy of the state, but also for the assurance of the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation and for the use of natural resources.
- “That discouraging premature and unnecessary conversion of open space land to urban uses is a matter of public interest and will benefit urban dwellers because it will discourage noncontiguous development patterns which unnecessarily increase the costs of community services to community residents.
- “That the anticipated increases in the population of the State demands that cities, counties, and the state, at the earliest possible date, make definite plans for the preservation of valuable open space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations.
- “That in order to assure that the interests of all its people are met in the orderly growth and development of the state and the preservation and conservation of its resources, it is necessary to provide for the development by the state, regional agencies, counties and cities, including charter cities, of state-wide coordinate plans for the conservation and preservation of open space lands.
- “That for these reasons such legislation is necessary for the promotion of the general welfare and for the protection of the public interest in open space land.”

By such declarations, open space is viewed to have several purposes. Open space uses as defined by the state legislature include:

- “Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for the ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches; lakeshores, banks of rivers and streams, and watershed lands.
- “Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- “Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams, and areas which serve as links between major recreation and open-space conservation, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.

- “Open space for public health and safety, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watershed areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

(Government Code; Section 65560.)”

An additional category that may be considered is the designation of areas necessary to control urban form and prevent inefficient patterns of development. Section 65561(b) of the Government Code speaks to the benefits of open space that will discourage noncontiguous development patterns which unnecessarily increase the costs of community services to community residents.

RELATIONSHIP TO OTHER ELEMENTS

The Open Space and Conservation Elements are the primary tools for the protection of the community's natural environment, providing critical input into the preparation of the Land Use, Housing and Circulation Elements. The Seismic Safety, Noise, and Public Safety Elements, in turn, provide direct input to the Open Space Element.

The Land Use Element includes a description of the analytical process used in accounting for the various natural features in the community, and the particular value placed on each. The natural features serve as a main criteria in determining the type, location and intensity of uses, including open space uses. The designation and description of proposed areas to remain open, the basis for their designation, the timing of the designation, i.e., whether permanent or reserved for future development, are in turn, included with the Open Space Element. Further definition of this process is found in Table One of the Land Use Element.

The type, size and location of each proposed circulation system identified in the Circulation Element has been studied with regard to the natural topography and various natural hazardous features, i.e., landslides, soil failures, and flood-prone areas. In several instances, natural resources and hazardous natural features have guided the choices for certain highway alignments and have created the need for other alternative routes which provide traffic service under normal demand situations, and possible evacuation routes in case of emergency. The potential hazards and restrictions related to natural physical features are discussed in further detail in the Seismic and Public Safety Elements.

The Open Space Element is also closely related to the Parks and Recreation Element in that various existing and proposed areas for outdoor recreation are designated on the open space map. These are described in detail in the Parks and Recreation Element.



SUMMARY OF FINDINGS

NOTE: The maps referred to in this Element are available at the City's Dept. of Community Planning and Development. The open space boundaries on these maps, along with amendments enacted subsequent to the adoption of this General Plan affecting those boundaries, are incorporated within the separate large-scale Composite General Plan Map.

The open space and conservation map generally indicates those areas within the community that have been chosen for either permanent or interim open space use. Any future uses or development within these areas would be restricted on a permanent or interim basis so as to meet the specific intent of the Open Space and Conservation Elements as described in the introductory section.

The various areas designated as Permanent Open Space constitute approximately 30 percent of the total area within the corporate limits of the City. Specific actions relative to the preservation, utilization, and maintenance of each designated open space area are briefly described in the following pages and in Sections III and V of the background material for the Open Space and Conservation Elements. The section on implementation includes references to existing and proposed ordinances, including a resources management ordinance which is intended to govern the use and development of any designated open space area. The open space regulations would serve in combination with other overlay district regulations such as for hillside lands, flood plains, scenic highways, etc. The implementation section also outlines various alternative means of either acquiring or preserving open space areas, including: in fee, less than fee, various incentive programs, and zoning and land use controls.

The two areas designated for permanent agriculture (Agricultural Preservation) will be zoned for that use. Said designation has been applied to the subject areas in order to ensure conformance with the following policies:

- The designated 230 acres of prime agricultural land shall be maintained in agricultural use. These lands should be protected both to meet current agricultural production and as a land reserve to meet future food production needs.
- Agricultural lands have a definite public value as open space, and preservation of such lands constitutes an important physical, social, aesthetic and economic asset to the community.

The City will take measures necessary to promote the long-range economic viability of farming on these properties. Immediate efforts will be made to reduce taxes and to adopt ordinances and General Plan amendments conducive to farming. A comprehensive incentive plan will be developed, assuring City assistance to cope with other obstacles to continued agricultural operations.

(preceding four paragraphs added by GPA 77-1).

The various areas designated as Interim Open Space (Agriculture) would be zoned exclusively for agricultural use upon application and negotiation between the City and individual property owners. The primary tool to ensure the long-term use of these areas for agricultural purposes would be the Williamson Act and/or a combination of similar incentives discussed in the following section. The remaining areas designated as Interim Open Space (Other) particularly apply to those areas intended to guide the direction and timing of future development. These include certain remote hillside areas within and adjacent to the City. These areas are suggested to represent the most critical areas in terms of controlling future development and potential public service costs to existing residents. Through the various measures outlined in the Open Space and Conservation Elements, the City would attempt to preclude development in these areas in the near future. Areas outside the City, yet within the City's designated sphere of influence, would require negotiations with the County under its planning program until such areas could be annexed to the City.

The separate large-scale General Plan Map represents a composite of six more detailed open space categories; namely open space for: (1) resource conservation and production, (2) resource preservation, (3) public health and safety, (4) outdoor recreation, (5) scenic, historic and cultural enjoyment, and (6) urban form and growth management. Under each of these categories are designated open space areas of both primary and secondary importance, as interpreted for the various elements. For each of the areas designated as Permanent Open Space, a listing of priorities has been developed and included in this section. (All of the maps referenced above are on file for public review at the City's Dept. of Community Planning and Development).

Existing Development. The first map depicts, in a very generalized manner, those areas that have already been developed or committed for development. If development does not presently exist, the area is in the process of being developed and/or has generally been approved for development by the City. Because of the generalized nature of the map, certain smaller open space areas or features may be shown in the category “developed or committed for development.” This does not mean that the area is to be developed or redeveloped.

Similarly, individual uses or areas which presently exist may not be shown; they are not being considered for open space, at least not on the basis of this map. The map simply, and most generally, serves to illustrate those areas in which major open space opportunities have been precluded.

In terms of total land area, developed and committed lands represent nearly 25 percent of all areas contained within the present corporate limits of the City.

In addition to the areas presently developed or committed for urban use, a major number of areas are now in agricultural use. Including orchards, truck crops, and rangeland, the agricultural uses constitute the major land use within the City today. These uses and areas are considered to be a major natural resource, so recognized by the citizens and public officials of the City under the Policy Plan.

Resource Conservation and Production. The first category of open space includes the various existing agricultural uses, as well as lands containing prime agricultural soils. As with each of the open space maps, the areas shown in darkest colors are those considered of primary importance, and areas shown in gray represent areas of secondary importance. In terms of agriculture, the darkest areas locate existing orchards and truck crop areas, as well as the prime Class I and Class II agricultural soils; the areas in gray, for the most part, locate various rangeland areas.

Included under the category of “resource conservation and production” and shown in the darkest color are the primary watershed and ground water recharge areas related to San Juan, Trabuco, and Oso Creeks.

Areas of Primary Importance: Watershed and Ground Water Recharge Areas • San Juan Creek • Trabuco Creek • Oso Creek • Horn Creek

Agricultural Lands: Existing Agricultural Uses (orchard and truck crops) • Prime Agricultural Soils (capability class I and II)

Areas of Secondary Importance: Agricultural Lands (rangeland) • Horticultural Growing Areas • Feed and Livestock Production • Reservoir Sites (surface storage)

(Note: the maps referenced above are on file for public review at the City's Dept. of Community Planning and Development. Areas of the City designated for open space uses are shown on the composite General Plan Map).

Resource Preservation. The bulk of the lands shown under this second category relate to natural plant and wildlife habitats. Also included as an individual and related natural resource are the streams and creekbeds of San Juan, Trabuco, and Oso Creeks. (Where areas may serve more than one function as an open space resource, they are repeated on the individual maps.)

Again, the areas considered of primary importance are shown in the darkest colors, while those of secondary importance are shown in gray.

Areas of Primary Importance:

- Streams and Creekbeds
San Juan Creek, Trabuco Creek and Oso Creek
- Plant and Wildlife Habitats
San Juan Creek, Trabuco Creek, Oso Creek, Aguacate Ravine and Canyons (coastal sage-scrub)

Areas of Secondary Importance:

- Other Plant and Wildlife Habitats
- Rangelands
- Airshed (open land and plant materials)

(Note: the map referenced above is on file for public review at the City's Dept. of Community Planning and Development.)



Public Health and Safety. The large number of areas shown in dark locate major landslides and faults within the hillside areas, and areas subject to flooding in the valley portions of the City. In gray are illustrated the hillside portions of the City subject to soil failures, steep slopes, local flooding, mud flows, erosion and expansive soils, and in the valley portions of the City, those areas subject to high soil liquefaction potential.

Areas of Primary Importance:

- Flood Plain (Intermediate)
- Regional Flood
San Juan Creek, Trabuco Creek, Oso and Horno Creeks
- Major Landslide Areas (in combination with natural terrain)
- Fault Lines
- Airport Clear Zone (within flood hazard area)

Areas of Secondary Importance:

- Steep Terrain (slopes greater than 30%)
- Noise Impact Areas (subject to attenuation)
Major Highways, Railroad and Airport
- Fire Hazardous Areas (in and near open space and natural vegetation—subject to controls)
- Areas Susceptible to Liquefaction
(subject to building design controls)

(Note: the map referenced above is on file for public review at the City's Dept. of Community Planning and Development.)

Outdoor Recreation. The single largest area shown at the southerly boundary of the City, represents the proposed Prima Deschecha County regional park. Leading from the park and to the major creek areas (including Horno Creek) are various trail systems as detailed under the Parks and Recreation Element. Other major areas shown on the map include the existing San Juan Hills Golf Course, as well as a proposed golf course located within Horno Creek canyon. The small dots or other irregular figures, represent the general location of existing and proposed parks (both public and private), and other open space features listed by the following:

Areas of Primary Importance:

- Existing and Proposed Parks:
Both Public and Private, Neighborhood and Community, Regional and Specialty,
- Riding, Hiking and Bicycling Trail Systems:
All Creek Areas or Flood Plains, Connecting Open Space Areas (among hillside lands), and Special Roadway Easements,
- Specialized Facilities:
Riding and Boarding Stables, Golf Courses (existing and proposed), Little League Playfield, Private Water Recreation Areas, and Public School Facilities,

Areas of Secondary Importance:

- Riding, Hiking and Bicycling Trail Systems:
Existing Roadways, Utility Easements and Railroad right-of-way.

(Note: the maps referenced above are on file at the City's Dept. of Community Planning and Development.)

Scenic, Historic and Cultural Features. In general, there exist little undeveloped areas within the community that could not be considered of scenic value. The surrounding hillsides, canyons, rivers and creeks, prominent trees and plant material, and existing agricultural uses, have each been identified by citizens as important scenic resources. With no attempt to limit or refine the degree of importance among such features, all remaining undeveloped lands could be declared as open space. Assuming that certain natural features do hold greater or lesser importance in terms of scenic beauty to the local citizens, a distinction has been made between areas of primary and secondary importance.

The areas of primary importance involve, in certain cases, whole areas such as the flood plains and creeks, or in other cases, various portions of areas such as the major ridgelines within the hillside areas. These two examples, in fact, constitute the major features or areas designated of primary importance. Others include the existing and proposed golf course, the various wildlife habitats of San Juan, Trabuco and Oso Creeks, and Aguacate Ravine, and various water and recreational features. Other features not shown due to the scale of the map, would include various natural land forms and prominent trees and plant material.

Trees within the City are a scenic resource which should be preserved not only for their scenic value, but also to maintain the quality of the environment of this community. Trees are a vital contribution to the atmosphere and character of the community and should be rigorously protected and preserved. Frequent excessive or severe tree trimming within the community can threaten the public health, safety, and welfare. Severe trimming of major stands of trees or landmark trees could also result in significant adverse aesthetic effects. Excessive tree trimming may threaten the health of trees and could be a threat to public safety. New tree growth after a severe trimming is often weakly attached to existing limbs and could easily break off.

(Preceding paragraph added per GPA 86-2B)

Those areas of historic and cultural value and designated of primary importance, include the areas of the Mission and the Los Rios area. Single historic or cultural features are not designated on the map, again due to scale (see Historic/Archaeological Element).

Areas of Primary Importance:

- Scenic Areas and Features:
Flood Plains and Creeks, Hillside Areas (major ridgelines), Major Canyons, Plant and Wildlife Habitats (major creeks and Aguacate Ravine), Landmark Trees, and General Open Space Areas (parks, golf courses, private water-recreation areas)

- **Historic and Cultural Features:**
Historic Sites and Structures, Los Rios Area (possible historic park), and Significant Archaeological Sites

Areas of Secondary Importance:

- **Scenic Areas and Features:**
All Hillside Areas and Existing Agricultural Uses

(Note: the map referenced above is on file for public review at the City's Dept. of Community Planning and Development.)

Community Form & Growth Management. The various open space areas designated under this final category are those intended to shape and guide future development, to control the direction and timing of growth, to provide buffers between conflicting land uses, and to establish continuous corridors between major open space areas. The primary areas designated on the map, include: the natural flood plains and major creeks, various major canyons and ridgelines, proposed trail systems, open space greenbelts and other corridors which serve to link major open space areas.

The areas in gray, here distinguishing various interim open space areas, are those proposed to direct and control the timing and pace of future development. They include the existing agriculture preserve northeast of the City, exiting agricultural uses west of Camino Capistrano, and certain remote hillside areas within and adjacent to the City. Through various measures outlined in the following section, the City should attempt to preclude development in these areas within the foreseeable future. Other existing agricultural uses would also be encouraged to refrain from development under such programs. The areas in gray, however, represent the most critical areas in terms of controlling future development and potential public service costs to existing residents.

The open space and conservation map at the beginning of the summary section combines the features from each of the six categories of open space which are to be retained on either a permanent or interim basis. Certain exceptions should be noted with regard to some ridgelines, various minor landslide areas, and plant and wildlife habitats as indicated on the respective maps in this section.

Major ridgelines have been designated on the General Plan Map. However, the exclusion of a designation on a specific ridge does not void the intent of the plan to preserve such features. This does not mean that the plan allows for the development of such features, rather that detailed plans and considerations as to specific areas, and the treatment of all ridgelines, should be incorporated at the time any specific development is being proposed. The nature of the specific use, the proposed unit densities, the intensity and arrangement of all structures near any ridgelines, and the specific architectural designs as may be proposed by any future developments should each determine the type, location and amount of

open space to be combined on and near ridgelines. As specifically emphasized throughout the planning process, it is of prime importance to the City to preserve ridgelines in the manner identified in the objectives of the City's current Hillside Development Regulations.

Landslide areas not designated on the composite open space and conservation map may be permitted to be removed or stabilized during the course of development upon the condition that remedial grading and landscaping serve to restore the natural character and appearance of such areas. Although slide removal or stabilization may involve grading, once completed, remedial measures should be undertaken to reshape and restore these hillside sections in conformance with the objectives of the existing hillside development regulations.

Finally, plant and wildlife areas not specifically indicated on the composite open space and conservation map should be incorporated into the detailed designs of proposed developments in these areas. The treatment and arrangement of open spaces during the planning of development should serve the opportunity of supporting natural plant and wildlife habitats. Major areas of open space and open space uses which directly serve to foster the continued maintenance of existing plant and wildlife species throughout the community have been incorporated in this Plan.

(Note: the map referenced above is on file for public review at the City's Dept. of Community Planning and Development.)



Listing of Priorities. For each of the areas designated as Permanent Open Space, the following list of priorities has been developed based on criteria related to: (1) the anticipated direction and pace of future development, (2) the possible need to directly purchase certain open space areas by the City, (3) sources of revenue now available to purchase or acquire various open space areas (particularly outside funds), and (4) the multiple value or degree of importance such areas will ultimately serve.

Priority Group I

- Ridgeline Preservation
- Proposed Historical/Agricultural Theme Park
- Agricultural Preservation
- Significant Historical Sites and Structures
- Plant and Wildlife Habitats (Aguacate Ravine)
- Proposed Public Community Parks
- Proposed Public Neighborhood Parks
- Equestrian and Hiking Trails
- Greenbelt Corridors (in cases related to trails)
- Landmark Trees and Significant Plant Material*
- Significant Archaeological or Paleontological Sites*

*Immediate steps relate to: further studies, policy changes and/or ordinance revisions.

Priority Group II

- Bicycle and Pedestrian Systems*
- Floodway and Creekbeds
- Existing Public Neighborhood Parks (improvement and maintenance)
- Public School Recreation Facilities
- Private Neighborhood Parks
- Private Water-recreation Areas
- Greenbelt Corridors (to shape or separate developments)
- Proposed Additional Golf Course

*Generally utilizing public utility easements, and existing and expanded rights-of-way.

Priority Group III

- Additional Reservoir and Sewage Treatment Sites
- Landslides and Fault Zones*
- Airport Clear Zone*
- Noise Impact Areas*
- Steep Terrain*
- Existing San Juan Hills Golf Course
- Little League Playfield

*Generally to be controlled through zoning and building or site regulations.

IMPLEMENTATION MEASURES

(Open Space—Action Program)

Open space preservation and the conservation of resources are not unrelated objectives. Both involve a vast array of community needs and values that are intricately interwoven with the economic, social and environmental fabric of the City. That is why these two Elements have been addressed jointly in the General Plan. It follows that a wide array of related programs, ordinances, and activities will be needed to implement the objectives of each element. Included in the background material for the Open Space and Conservation Elements are: (1) various programs related to resource management, (2) special regulations and ordinances pertaining to the utilization of open space lands, and (3) possible means for the preservation, acquisition, and maintenance of open space lands. These are briefly listed in the following pages.

Resource Management Program. The types of programs offered in the Open Space and Conservation Elements under this particular heading deal with the conservation of natural resources, including air, water, and agricultural lands. Due to the nature of each resource, the programs require varying levels of involvement on the part of the City. Air pollution, for example, extends beyond the limits of control of any one jurisdictional authority. Much of the program, therefore, is geared toward cooperative efforts with other governmental agencies and special purpose districts operating within the air basin.

The basic programs and controls for dealing with air pollution are established under various existing State and Federal agencies, and the Air Pollution Control District for Orange County. Local support and activities that may be carried on by the City are outlined in the goals and policies relating to the Open Space and Conservation Element. The goals and policies call for expanded cooperation between the City and other agencies and for certain direct measures to be instituted on the part of the City. Local commercial and industrial developments would be subject to the APCD's permit and surveillance process. The City would act to ensure the continued enforcement of State air pollution control laws. The City would also initiate studies necessary to determine the cumulative impact of potential future development and to establish an upper-limit goal for air quality within the community. Plans and building permits should conform to such established air quality goals.

Similar to the problems of air pollution, water management and pollution control involves several governmental agencies. A major study concerning water resources and the present quality and sources of pollution within the San Juan Basin Area was recently completed by the California Department of Water Resources. Local water agencies, through the Orange County Flood Control District, requested the study as a major first step in understanding the feasibility of utilizing natural ground water supplies to meet the growing demand for water in the local area. The study was to provide the technical base upon which water districts could make decisions regarding the management of water

resources. To this end, a number of alternative plans for supplying water and for controlling its quality were formulated.

The City should take steps in support of the efforts of the San Juan Basin Authority to improve the quality and supply of water. One of the key steps or actions by the City includes the institution of review and monitoring procedures for the control of waste waters, particularly chemical wastes, which enter the ground water basin. The program would measure the quality of water resources in the basin and identify sources of pollution. The water quality monitoring program is recommended to be established in cooperation with the Orange County Health Department.

Further, development plans should be reviewed by the Orange County Health Department and/or the Regional Water Quality Control Board to determine the extent and mitigation of possible impacts to surface and ground water supplies. Certification as to compliance with specific water quality standards should be included as part of the Environmental Impact Report process. Additional efforts would also be aimed at the control of waste and discharges attendant to development. Efforts here, again, would be coordinated with the Orange County Health Department, the California Regional Water Quality Board, and the Orange County Flood Control District.

The resource management portion of the background material includes a discussion of the California Land Conservation Act (or Williamson Act) in relation to local existing agricultural lands and uses. The purpose and conditions of the Act are explored, along with procedures on how various local uses might apply for inclusion under the Act.

As pointed out in the discussion, the Land Conservation Act is necessary, but not sufficient in itself to maintain agricultural uses on either a permanent or interim basis. The Act could prove effective if utilized in conjunction with several other implementation tools and programs, including: zoning, density bonus allocations, the establishment of various open space easements, installment or negotiated purchases, purchase-saleback or purchase-leaseback programs. A full comprehensive program containing regulatory controls, incentive measures, and direct expenditures on the part of the City will be necessary in maintaining the existing agricultural uses in San Juan Capistrano.

Agriculture Preservation Program. The City of San Juan Capistrano recognizes the many inherent benefits of maintaining agriculture land use in the community. Added tax burden, congestion and loss of open space are avoided. The rural character of the community is preserved. Important natural resources are conserved, including lower consumption of water. Further degradation of the natural environment is averted and a local food source maintained.

In addition to measures preventing development of land in the two preserve areas (i.e., zoning and General Plan designations) the City will take positive steps to enhance the economic viability of farming. An Incentive Program will be developed and administered in order to keep these lands in agriculture and to avoid or prolong the necessity for public acquisition. Specific incentives to be considered are:

1. Promote understanding and assistance through a public relations program with City residents and other government agencies.
2. Provide assistance to prevent vandalism and theft.
3. Minimize potential land use conflicts through planning and development policies near agriculture lands and capital projects (road alignments, etc).
4. Insure adequate access for farm and farm-related activities.
5. Capital project to correct drainage problems.
6. Assistance with labor supply and employee housing.
7. Offer Williamson Act and other agreements resulting in reduced taxes.
8. Explore the feasibility of tax refunds and lower rates for water and power.
9. Promote locally-grown farm products.
10. Assist establishment of joint operations or cooperatives.
11. Financial assistance with crop conversion costs.
12. Assurance of water supply.
13. Provide competent estate planning assistance.
14. Establish by mutual agreement with landowners an equitable compensation program upon future sale of farmland.
15. Establish a value mechanism (e.g. development rights transfer, partial development option) for the effect of General Plan Amendment 77-1.

All of the above incentive measures are fully discussed in the background materials for GPA 77-1.

(The preceding paragraphs relating to the Agricultural preservation program were added per GPA 77-1).

Development Rights Transfers. The development rights transfer program would provide for the transfer of development rights from those properties designated 4.2 Agri-Business to other areas of the community. The basis for the development potential would be the 1.4 Medium Density Residential (5.0 dwelling units per gross area) for Area 1 (South preservation area), and 1.3 Medium/Low Density Residential (3.5 dwelling units per gross acre) for Area 2 (North preservation area), that applied to property prior to General Plan Amendment 77-1.

Partial Development Option. If a partial development option is to be included, it should provide for a significant amount of the property to be preserved and specifically identify the types of land uses which would be compatible with an active agricultural environment. Said partial development option shall only apply to the 56 acres located at the northwest corner of Camino del Avion and Alipaz Street.

If a development rights transfer program and/or partial development option is to be the value mechanism, a specific development agreement shall be executed between the City and the applicable property owners, who would convey either fee title or an open space easement over the area to be preserved to the City.

(preceding three paragraphs added per GPA 85-2).



Special Regulations and Ordinances. Section 65910 of the Government Code requires that each city and county prepare and adopt an “open space zoning ordinance” as a means to implement the open space plan and policies. The City has received a draft copy of an open space zoning ordinance (including a flood plain and scenic highway ordinance) with the interim Open Space and Conservation Elements. Several important revisions, however, are suggested by way of the studies and policies contained in the latest elements. First, under the present ordinance as it is drafted, privately-owned land can only be zoned as open space with the agreement of the property owner. Second, many of the individual resources and areas identified of critical importance are lumped under a single set of general provisions. It is suggested that a series of “open space districts” be created in relation to each of the categories identified by the plan and that an identifiable combination of restrictions and performance standards be instituted for each of the categories. These would serve as a series of overlay districts either individually or in combination, and relate to the particular resource or feature as it occurs within the community. Any particular parcel of property could be identified in several open space districts and be subject to the standards applicable to each. In such a manner, separate ordinances pertaining to hillside lands, flood plains, geologic hazards, scenic corridors, or recreational areas would all be combined under a single ordinance. The Environmental Resources Management Ordinance adopted by the County of Orange gives some idea of the ordinance suggested. Such an approach will tend to simplify the administration of environmental regulations where several apply to a single property and, in turn, provide a single ordinance related to each of the various “environmental” elements of the General Plan. The major work effort in completing such an ordinance will be carried out as part of the implementation phase of the General Plan program.

Tree Trimming Standards. The City should develop regulations to preserve and protect significant plant life within the community, particularly older and ornate trees. These regulations should identify methods and techniques for trimming trees in order to preserve their health, beauty, and longevity. Practices which defeat these goals should be discouraged. In conjunction with the trimming regulations, the City should inventory significant trees within the community and record their location and shape on maps and through video photography.

(preceding paragraph added per GPA 86-2B)

Other Implementation Programs. In addition to various zoning and land use controls, other programs for preserving the open space areas designated by the plan are available. These are identified under four general categories which relate to the acquisition or preservation of open space, including in fee, less than fee, incentive programs, and development rights transfer programs.

(reference to development rights transfer added per GPA 85-2).

- ***Acquisition in Fee.***

The City may act in a manner similar to any individual in negotiating for and purchasing land or purchasing the development rights to the land. Acquisition of the fee simple interest allows the City to control the land's present and future development or nondevelopment. There are few legal constraints on preserving open space in this manner, and, in fact, most open space is obtained in this way. Variations include: purchase, purchase through eminent domain, purchase-saleback, purchase-leaseback, installment or negotiated purchase, and life estate. Each variation is discussed in the background material for this Element.

- ***Acquisition in Less Than Fee.***

The ownership of land carries with it certain inherent rights, including the right to use the land, to sell it, to lease it, to give it away, etc., and the right to refuse to do any of these things. These rights are divisible and may be separated and held by different parties. Rather than purchase the entire fee simple interest, the City may acquire a single right or combination of rights. These include: development rights transfer, open space easements, leasehold, excess condemnation, and combined uses among public agencies.

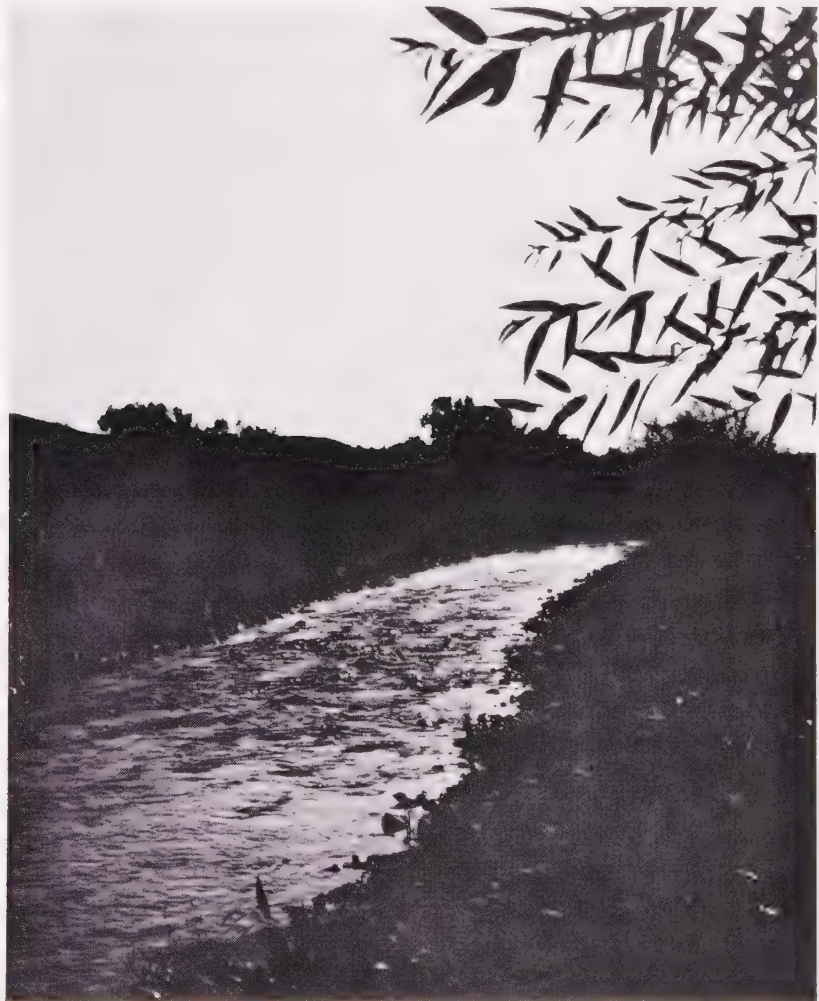
- ***Incentive Programs.***

The City may also act to extend various open space lands and uses through incentive programs and negotiations with private property owners or private organizations. Fee interest in the land would be held by the private property owner or a private organization, or otherwise be voluntarily granted to the City. Examples include: Williamson Act, density bonuses for open space, land donation, and gift annuities. Each are discussed in the background materials for the Open Space and Conservation Element.

- *Development Rights Transfer Program.*

In order to assist in the implementation of the goals and objectives of the General Plan as it regards preservation of open space and agri-business lands, the City should adopt a mechanism (i.e., development agreement, specific plan) that would provide for the transfer of development potential from a separate piece of property to another.

(preceding paragraph added per GPA 85-2).



The background material identifies alternative means and sources of funds potentially available to the City to either acquire, improve and/or maintain the open space areas designated by the Plan. These generally include: Federal Grant-in-Aid Programs, the Federal Land and Water Conservation Fund, other Federal programs administered by the Department of Housing and Urban Development, programs, funds administered by the State and the County of Orange, and typical programs available at the local level.

3. CIRCULATION ELEMENT

The City shall seek to provide a safe and efficient transportation and circulation system that minimizes the impact of the automobile, maximizes the use of public transportation and strives for a more adequate nonvehicular circulation system. The City shall also seek to ensure that streets and highways are a more visually pleasing element within the community.



INTRODUCTION

The circulation or transportation system represents one of the most important physical sub-systems of the City. Its various components influence and control the nature of development and the quality of activities within the City in the following ways:

Social. The circulation system is a primary determinant of the pattern of human settlement. It has a major impact on the locational choices of individuals and institutions; it shapes the entire form of an area and sets much of the tone for human life styles.

Various problems related to human mobility are influenced by the circulation system. Inadequate public transportation, for example, can serve to separate individuals from jobs, educational opportunities, and social contacts.

Economic. Economic activities typically require circulation of materials, products or employees, and thus the viability of the City's economy is directly affected by the circulation component.

Physical. The circulation system is one of the primary generators of physical settlement patterns. Its location, design and constituent modes have major impacts on air quality, plant and wildlife habitats, community appearance, and other environmental components.

Government Code Section 6532(b) requires a circulation element in all city and county general plans, as follows:

A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and facilities, all correlated with the land use element of the plan.

The Circulation Element describes the nature and extent of existing and proposed circulation systems in the City. It identifies various circulation needs and issues related to existing systems and recommends local policies and programs for developing a balanced circulation network in the future.

The Element is essentially based on a multi-modal transportation system which looks to a lessening of dependency on the automobile in the future. The system is composed of four varying "backbone" networks, including:

- An advanced public transit network.
- A bicycle trails network.
- An equestrian and hiking trails network.
- An arterial highways network.

The significance of the plans for the first three networks is that they have been designed with the explicit objective of providing an alternative to the use of the automobile for many types of trips. This objective, coupled with various land use and implementation policies regarding the location and design of commercial and public service facilities, is

oriented primarily toward providing a more balanced transportation system. The various plans for public transit and riding and hiking trails would also serve major local objectives for the reduction of impacts on air quality and lessening contributions to noise pollution.

The Element concentrates primarily on the arterial highway and public transit networks. The various studies and findings concerning bicycle trails, and equestrian and hiking trails, have been included in the Parks and Recreation Element of this General Plan.

RELATIONSHIP TO OTHER ELEMENTS

Circulation and land use are closely related elements in the General Plan. The circulation facilities (i.e., the type, size and location of each circulation network) have been developed in response to the proposed land uses of the Plan. For example, the arterial highway network has been developed to facilitate projected vehicular traffic movements between various types of uses and areas of activity (residential areas, commercial-shopping areas, industrial-work areas, recreational areas, etc.) The pattern and intensity of uses directly determine the volume of traffic along various links of the network. The circulation system, thereby, performs a service function enabling people, businesses and various other entities to carry on activities at selected locations throughout the community.

Conversely, the circulation system places certain restrictions on the type, intensity and location of various proposed land uses. Commercial and industrial uses are generally limited to areas served by one or more major transportation facilities. Such facilities provide direct access to support uses, a convenient channel for the movement of goods and services, and continuous exposure to the largest number of persons or households within a central trade area. The location of commercial, industrial, and higher density residential uses adjacent to major transportation facilities also serves to maintain the desirable level of service necessary to handle larger volumes of traffic.

The particular function and alignment of each network has also been studied with regard to the natural topography and various hazardous natural features, e.g., landslides, soil failures, and flood-prone areas. Within the hillside areas, extensive landslides and soil failures have guided the choices for certain highway alignments and have created the need for other alternative routes which not only provide traffic service under normal demand situations, but also provide evacuation routes in cases of emergency. This is particularly illustrated by the proposed highway network located within the hillsides to the south.

The extension of arterials on either side of Trabuco and San Juan Creeks also provides added traffic service and possible alternative routes for emergency evacuations. Secondary crossings proposed along both creeks would serve to support these same objectives. The potential hazards and restrictions related to natural physical features are discussed in further detail in the Seismic, Public Safety, and Open Space and Conservation Elements.



SUMMARY OF FINDINGS

NOTE: The Master Plan of Streets and Highways map referred to in this Element is maintained and updated, separately from this text, by the City's Dept. of Public Works.

The Element provides a circulation system designed to primarily serve the residents of the community. It intentionally de-emphasizes (but does provide for) through traffic. For this reason the six-lane roadways identified in the background material have been redesignated as four-lane roadways in this Element and on the separate large-scale General Plan Map. The proposed circulation system is composed of four varying transportation networks, including: an arterial highway network, an advanced public transit network, a bicycle trails network, and an equestrian and hiking trails network.

Arterial Highway Network. The arterial highway network includes existing and proposed major thoroughfares serving both inter-city and local traffic by way of private automobile, public buses, and other vehicular modes of transportation. Various projected traffic volumes, based upon existing and proposed land uses, have been used to define the type and size of each highway shown on the separate large-scale composite General Plan Map.

The General Plan Map shows existing and proposed arterials. The alignments shown are conceptual in nature. The capacities and alignments are based on origin-destination needs derived from the Land Use and other General Plan Elements. More precise alignments are to be shown on the Master Plan of Streets and Highways and on specific development plans.

Precise alignments are determined after more detailed design, land use, and topographical studies. As a result, they may vary somewhat from the conceptual alignments shown on the General Plan Map. The amount of variation permitted shall be determined by the City in its required review of each development and/or highway project to insure General Plan consistency.

The various arterial highway segments are separated into three classifications, depending on the level of traffic demand anticipated for the route: 0-7,000 ADT (ADT = average daily traffic—i.e. the average number of vehicles per day which will use that highway segment), 7,000-20,000 ADT, and over 20,000 ADT. These three classifications are shown on the General Plan Map.

Local streets, which provide vehicle access directly to homes and businesses, are not included in the arterial highway network. These streets are used to move vehicles directly from abutting land uses to arterials or other local streets. Local streets are provided for within the framework of the existing and planned arterial highway network. They are typically constructed as part of a development project to provide access to the new land uses.

This Element provides various proposed standards for determining overall right-of-way widths of local transportation corridors. In addition to future roadway widths, the standards for transportation corridors also allow for such added features as landscaped median islands, parking lanes, bicycle trails, landscaped parkways along designated scenic highways, and landscaped parkways adjacent to noise impact areas (ref. following table and large-scale General Plan Map).

RECOMMENDED DESIGN STANDARDS FOR DETERMINING OVERALL RIGHT-OF-WAY WIDTHS OF LOCAL TRANSPORTATION CORRIDORS

Specific Feature	Width (in feet)	
	Minimum	Ideal
Vehicle Traffic Lane	12	—
Vehicle Parking Lane	8	10
Vehicle Turning Lane	10	12
Median Islands:		
At grade, painted	10	10
Raised, no landscaping	10	14+
Raised, with landscaping	10	14+
Bicycle Routes:		
Bikeway, one-way traffic	5	—
Bikeway, two-way traffic	8	10
Bicycle lane (one-way only)	5	8
Bikeway Traffic Islands:		
Simple barrier or fencing	2	3
Raised, no landscaping	4	—
Raised, with landscaping	5	—
Equestrian Trails	12	20
Pedestrian Sidewalks		
Adjoining commercial and industrial areas	8	10
Adjoining residential areas	4	5
Landscaped Parkway		
Separating various modes of transportation	5	—
Between sidewalks and roadways	5	—
Beyond sidewalks and roadways	10	15
Along scenic highways	15	25
Exclusively as a noise and/or visual buffer	15	20

The categories and standards recommended by the circulation plan represent a proposed departure from previously adopted plans. The City's former Master Plan of Streets and Highways provided minimum right-of-way standards which did not allow sufficient width for such additional features as bicycle routes, bus stops, parking, etc. Various proposals of the General Plan for scenic highways, landscaping, noise buffer areas, bicycle trails, etc., present a far wider array of features and variables that should be considered in the determination of overall right-of-way widths. This approach shall allow the City to acquire sufficient right-of-way for future improvements and also give the City the ability to control the timing of those improvements. Construction of improvements would occur when the City, through clear proof, deems them appropriate.

(Preceding seven paragraphs revised per General Plan Amendment 77-3a).

During the survey of existing conditions, several deficiencies of the present roadway system were identified. One of these deficiencies is the subdivisions have been located in such manner as not to provide opportunity for access to other parcels without burdening that subdivision with increased through traffic. This situation has occurred most noticeably in hillside areas. This type of situation should not be allowed to occur further. Specific attention to this item must be addressed in the evaluation of future subdivisions.

NOTE: The Public Transit Network map referred to in the following section is included in the General Plan background materials available at the City's Dept. of Community Planning and Development.

Public Transit Network. The proposal for public transit facilities hinge directly on future plans by the Orange County Transit District for mass public transit and continued OCTD bus service operations, as well as potential funds necessary to implement and maintain such systems. The Public Transit Network map indicates the two proposed route corridors now under study for mass rail-transit within the area of the City, these being, the AT&SF railroad line and the San Diego Freeway. The AT&SF railroad line represents the route or corridor presently favored by the County. This route also coincides best with the proposed land use plan of the City by extending potential mass transit services within walking distance of the downtown area; and near to other areas designated for higher density residential, major commercial, and industrial uses.

The existing OCTD bus line also leads to and from the downtown area from surrounding neighborhoods in and adjacent to the City. The plan proposes two major changes to this system, i.e., the rerouting of the existing service line from Del Obispo to Alipaz (as Alipaz becomes the major highway link to Pacific Coast Highway), and the extension of one additional line out Ortega Highway to service both local trips to the eastern area of the City and regional trips.

The plan also proposes various routes for a local bus transit system. The local routes, in certain cases, would overlap the OCTD route, yet expand this system to many of the more remote and low density residential

areas. Incorporating various overlapping segments with the OCTD routes, the local system provides continuous feeder connections to both the OCTD inter-city mass transit and bus networks.

The local bus transit system is also proposed to assist in relieving many of the parking and traffic pressures created in the downtown area by offering an alternative means of transportation within the City. Tourist traffic, both by way of private automobiles and large touring buses, could be directed to outlying parking areas where passengers would then be transported on the local buses to particular points of interest in the downtown area. Thus, use of the local system could diminish the need for parking in the downtown area.

Bicycle and Equestrian Trails. The bicycle and equestrian trails networks, as indicated earlier, are discussed in detail in the Parks and Recreation Element of the General Plan.

IMPLEMENTATION MEASURES

The following section lists several major steps that may be undertaken to implement the various plans and policies set forth in the Circulation Element, and to establish measures that can serve to deal with particular needs and issues of the circulation program for San Juan Capistrano.

Development of Specific Plans. Immediate needs indicate the desirability of establishing a specific plan for existing and future developments in the downtown area. The plan would serve to develop further details and recommendations regarding traffic circulation, parking, and bicycle and pedestrian facilities in the area.

Further studies and recommendations should be incorporated concerning the potential means and feasibility of creating additional parking facilities, particularly those related to tourist traffic. A more comprehensive survey should be made of actual parking demands by the type and nature of use. Details should be gathered to relate peak parking demands with the hours of operation for each use, including day-evening and weekday-weekend hours. Through this particular survey, a greater understanding could be obtained concerning the possible joint use or sharing of facilities at particular locations.

The plan has already suggested the possibility of directing traffic and parking to more remote, outlying areas where passengers would then be transported by way of a local bus system to particular points of interest in the downtown area. Such a program could also be extended to employee parking demands.

These and other studies for the downtown area could be facilitated by means of a specific plan. The plan would also serve to establish an overlay district for the area, incorporating precise criteria and regulations to guide any future development decisions.

Master Plan of Streets and Highways. The Circulation Element text and the large-scale General Plan Map provide general linkages between different points on the basis of needs derived from the Land Use and other General Plan Elements.

These text and maps should be supplemented with more detailed plans and standards to insure desired implementation. One such detailed plan is the Master Plan of Streets and Highways (MPSH). This plan, to be adopted by City Council resolution, should provide more definite alignments for future highways indicated only as conceptual "corridors" on the General Plan Map.

The MPSH will, where appropriate, designate those future highway segments for which precise alignments have been adopted in conjunction with development projects or special alignment studies. Thus the MPSH, by designating definite alignments for future arterials, will serve as a working document for implementation of the Circulation Element.

The Master Plan of Streets and Highways must be maintained consistent with the Circulation Element at all times. Therefore, when the Circulation Element is amended, the MPSH must also be amended to reflect any changes in arterial alignments or classifications.

The MPSH may be amended without prior amendment to the Circulation Element under the following conditions: (1) When a future arterial is changed to a lower capacity (e.g. from Primary to Secondary Arterial) than that which is shown on the General Plan Map. Changes to a higher capacity arterial on the MPSH cannot, however, be made if the new arterial capacity is to be higher than that shown on the General Plan Map, (2) When a precise alignment is adopted for an arterial in conjunction with a development project or precise alignment study. In such cases, the City Engineer will be responsible for placing a notation on the MPSH map designating the segment of arterial for which the precise alignment has been adopted.



Capital Improvements Program. Major efforts should be directed toward the development of a phasing program for capital expenditures (including transportation improvements), taking into account the projected growth rates, and the direction of future growth as outlined by the Land Use and Housing Elements of the General Plan.

Transportation improvements, including street, bicycle and equestrian facilities, should be studied in conjunction with other major proposed capital outlays, including park facilities, civic center facilities, utilities, etc.

Projected costs will necessitate the establishment of various priority criteria related generally to need and ability to pay. In the case of transportation facilities, these may include the degree of need at a particular point in time, related to projected traffic volumes and service levels, and the level of deferred costs over time.

An obvious residual study created by way of such program, relates to the assessment of need for possible new revenue sources in relation to how much (or how little) can be accomplished with present projected sources. The cost-revenue study, based upon present sources of funds and projected growth rates, will serve to provide some understanding as to the amount of revenue that will be available for future operating costs. The net cost or revenue amounts can then be studied by way of proposed capital improvements to determine the overall magnitude of potential future expenditures.

Five-year Maintenance Program. In addition to the long-term capital improvements program, it is recommended that the City establish a 5-year program for the maintenance of existing and proposed transportation facilities designated by the plan. The program will obviously concentrate on the existing highway network at present, and include such likely improvements as street pavement, curb, gutter, and sidewalk improvements, signs and traffic signals, landscaping, lighting, etc. Continuing maintenance programs would necessarily be expanded in the future to include other various transportation facilities (e.g., bicycle and equestrian facilities).

Ordinance Design Standards. The right-of-way standards set forth in the preceding table are preliminary and tentative. These standards must be made explicit and enforceable by means of the City's Land Use Code. The Code must clearly set forth minimum requirements for right-of-way widths, bikeways, equestrian trails, radii of curvature, sidewalks, and other highway design elements. Such ordinance design standards, coupled with defined alignments shown on the Master Plan of Streets and Highways, can insure that new highways are built in accordance with the Circulation Element.

A series of design criteria should also be established for transportation corridors within the hillside sections of the City. It will likely prove desirable on many hillside roadways to reduce standards below those now required and the standards as suggested under the Circulation Element. It may also prove desirable to adopt a flexible set of criteria based upon more detailed studies of each corridor alignment.

Review of Present Policies and Requirements. Currently, the City requires each new development to construct at least half of the required street improvements at the time of development. It is suggested that such requirements be reviewed and possibly amended to require that only the amount necessary (based on present projections) be constructed. It may be desirable in such cases to require a development fee or bond for the full width of the highway segment ultimately needed. The advantages of such policies could be a reduction in long-term maintenance costs, the avoidance of varying street improvements with each new development, and the mitigation of the visual impacts of major street improvements through areas in a transitory state of development. Latent utility improvements may also be provided along undeveloped portions, preventing the removal and reconstruction of recent street improvements.

Select Street System. With the adoption of the revised arterial highway network and the MPSH, it is desirable to re-establish a select system of streets for submission to the California Transportation Commission. Upon acceptance by the Commission, the select system of streets provides the basis upon which the City receives various gas tax monies from the State Highway Trust Fund. The criteria for designating a select system generally relates to those local arterial and collector streets which directly serve or support inter-city traffic movements. A potential select system of streets has been recommended in this Circulation Element.

Continued Liaison with Other Agencies. Throughout various sections of the Circulation Element, it was noted that several studies concerning developments outside the City have yet to be completed. Future plans related to the major O'Neill properties to the east (now in agricultural preserve) have yet to be initiated. The present state of plans for these areas create several uncertainties that could have major impacts on the City in the future. The Element has attempted to account for these and does contain several safeguard features. However, liaison with the county and with private interests should be continued. Continued contact with the Orange County Transit District and Orange County Environmental Management Agency would also serve to ensure the coordination of various other plans with the programs and plans of the Circulation Element.

Investigation of Funding Programs. Efforts to obtain outside funding for transportation facilities should be undertaken where they may require direct acquisition and improvement by the City. In other cases, it is proposed that sufficient right-of-way be required and dedicated to account for added transportation features, such as: bike trails, landscaping, scenic parkways, noise buffers, etc. Where the City may, in any case, be required to acquire and improve such added features, it would be desirable to investigate the use of various grant funds from either County, State or Federal agencies, such as the Department of Transportation and the Department of Housing and Urban Development, for the provisions of such facilities as local public transit, bicycle and equestrian trails, and scenic highways.

(Implementation Measures section revised per GPA 77-3A).

4. HOUSING ELEMENT

The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community.



- Sections:**
- **Introduction**
 - **Regional Setting**
 - **Housing Improvement**
 - **Housing Production**
 - **Housing Assistance**
 - **Removal of Governmental Constraints**
 - **Equal Housing Opportunity**

INTRODUCTION

In 1981, the City adopted a revised Housing Element of the General Plan. That revised document was prompted by the enactment of Government Code Article 10.6 by the State Legislature, which changed substantially the implementation and policy considerations of local housing elements. Another requirement of Article 10.6 was periodic updating of housing elements. More specifically, Section 65588(a) of the Article states the following:

“The housing element shall be revised as appropriate, but not less than every five years, to reflect the results of this periodic review.”

In updating the Housing Element at this time (1984), the City is meeting the foregoing requirement of Article 10.6. This present revision also provides an opportunity for the City to update its data base relative to housing and demographic characteristics. In addition, there is the opportunity for renewed commitment to existing programs and the potential for adding new policies and resources.

Unlike the previous Element, the updated document for 1984 is presented in two parts. The first part contains the needs assessment; inventory of resources and constraints; goals, policies, objectives; and the housing program. The second part (kept on file separately in the City's Dept. of Community Planning and Development, and available there for public review) contains most of the housing and demographic data as a technical appendix. The Appendix also includes the “Housing Element Review Checklist” (which is used by the State to determine compliance with Statewide legislation), plus statements on public participation, opportunities for energy conservation, and progress in implementing the previously adopted Housing Element.

This updated Housing Element is organized according to five topics, as required by Article 10.6:

- Housing Improvement
- Housing Production
- Housing Assistance
- Removal of Governmental Constraints
- Equal Housing Opportunity

The need to improve the physical condition of the housing stock is indicated in Article 10.6 in the following terms: "Conserve and improve the condition of the existing affordable housing stock." San Juan Capistrano does not have extensive housing improvement needs. However, the City does encourage and facilitate improvement of the existing housing stock to meet the existing need. Through grant and loan programs and Redevelopment Agency rehabilitation, the City anticipates continued improvement of the existing housing stock.

Another element topic is the need for new housing in the City. San Juan Capistrano's housing production needs, which result from several factors, have been projected at 1,543 housing units over the next five years. This level of development is possible within the context of the City's Land Use Element and Growth Management Program. The projected housing needs can be met by approved planned communities and new construction which is anticipated by the "Redevelopment Plan for the San Juan Capistrano Central Redevelopment Project".

Housing assistance is the third major topic included in the Housing Element. This topic refers to bringing the cost of housing into reasonable relationship to income or the ability to pay for shelter. The standard for overpaying, as established by the State Department of Housing and Community Development, is 25% of income on housing costs. According to the 1980 Census, there were an estimated 3,620 households that were spending 25% or more on monthly housing costs. More specifically, there were 404 "very low" and 339 "low" income households that, from a statistical viewpoint, were overpaying. Programs of the City to address these needs include the Section 8 Housing Assistance Payments Program; housing actions in connection with the San Juan Capistrano Central Redevelopment Project Area; the Housing Opportunities Program; and the potential mortgage revenues bond program.

Two other areas addressed by the Housing Element are the "removal of governmental constraints" and "equal housing opportunity". Article 10.6 calls for a review of local governmental factors influencing housing diversity and costs. No fundamental changes to existing practices are suggested by the Housing Element. The fifth area of interest, equal housing opportunity, is in accordance with the following statewide policy: "Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin or color." City goals and policies in this area are included in Section VII of the Housing Element.

Following adoption of this revised Housing Element, no further revision or update is mandated by Statewide legislation until July, 1989. However, Article 10.6 does encourage updating as appropriate. Section 65588(a) states the following:

Each local government shall review its housing element as frequently as appropriate to evaluate all of the following:

- The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the State housing goal.
- The effectiveness of the housing element in the attainment of the community's housing goals and objectives.
- The progress of the City, County, or City and County in implementation of the housing element.

REGIONAL SETTING

San Juan Capistrano is located in South Orange County, one of the most dynamic housing market areas in all of California. The City is primarily a "housing" community with some local-serving employment base. Most employed residents work outside the City in employment centers such as the Irvine business area and downtown Santa Ana.

Median household income (\$23,556 in 1980) is high— above that of neighboring San Clemente and Laguna Beach, as well as the entire County.* There also is a high rate of home ownership (76%) in the City; this rate is higher than that in San Clemente, Laguna Beach and Orange County as a whole.

Median home values (\$126,700 in 1980), while high, are below those in Laguna Beach and San Clemente. The City's median rent (\$387) is higher than that of San Clemente, Laguna Beach and the entire County. The City's median owner costs (\$628) are nearly the same as in Laguna Beach, but above those of San Clemente and the County as a whole.

Like its neighboring cities, San Clemente and Laguna Beach, the City has a high percentage (12%) of persons 65 years old and more. In San Clemente the percentage of elderly is 14.9% and in Laguna Beach it is 13.6%. These percentages exceed that of the County as a whole (8.3%),.

Data on various housing, household and demographic indicators are reported in Table A-1, which is found in the Technical Appendix to this Element. The data in Table A-1 are for San Juan Capistrano, San Clemente, Laguna Beach and Orange County.

*The household income figure includes all the persons residing in housing units in 1980. Family median income, a frequently used statistic, includes only the persons living as a family unit and excludes, for example, one-person and non-family households. Family income is often used as an affordability measure.

HOUSING IMPROVEMENT

That segment of the housing stock which is in poor physical condition needs improvement to reach basic standards of quality and condition. The need to improve the physical condition of the existing stock is indicated in Article 10.6 of the California Government Code by the following goal:

Conserve and improve the condition of the existing affordable housing stock.

Housing Improvement Needs

San Juan Capistrano does not have extensive housing improvement needs. Almost 80% of the total housing supply is less than 10 years old. The supply, therefore, is not old and is predominantly owner-occupied. Only about 1% of the stock is 41 years old or more. Given these characteristics, it is expected that the City does not have extensive housing improvement needs. (Table A-2 in the Technical Appendix reports on the age of housing by tenure.)

Because of its relatively "youthful" housing stock, the City has found that the condition of housing in the community is not an extensive problem at this time. Since the housing rehabilitation estimates were first established, the City has implemented a loan and grant program. That program has provided financial resources for the rehabilitation of several homes. As a consequence, the City's current estimate of housing needing improvement through rehabilitation is 30 dwellings. In the future, as the community's housing stock ages, the quantity of housing needing maintenance and rehabilitation may increase, particularly those units which are over 20 years old.

Constraints and Resources

Although the City does not have an extensive housing rehabilitation need, there are constraints which impede housing improvement. Most homes needing rehabilitation are probably occupied by lower-income households, who would find it difficult to make the payments on a home improvement loan. Rehabilitation loan payments would add to their regular monthly housing costs and probably bring total shelter expenditures above 25%, or even greater than 33% of income.

Resources to mitigate these constraints are available because of the City's participation in the Community Development Block Grant program. Participation by the City in that program provides funding for housing rehabilitation grants and loans with interest rates lower than those prevailing in the marketplace. The principal resource for promoting residential rehabilitation in the community is likely to remain the CDBG (or successor program) and the Affordable Housing Fund (i.e. through the City's Community Redevelopment Agency).

Goals, Policies, Objectives: Housing Improvement

In San Juan Capistrano, the vast majority of housing is in good condition. Nevertheless, the City will encourage and facilitate improvement of the existing housing stock. This sub-section is a statement of goals, policies and objectives which the City intends to follow and implement during the period spanning mid-1984 to mid-1989:

Goals:

- To achieve the State housing goal of “decent housing and a suitable living environment” for all households.
- To preserve housing and neighborhoods throughout the San Juan Capistrano community.

Policies:

- To encourage the maintenance and rehabilitation of housing to prevent deterioration of the City’s housing stock.
- To encourage the rehabilitation of deteriorating houses where feasible, and promote the replacement of deteriorated units unfit for rehabilitation.
- To provide and maintain an adequate level of services and facilities in all areas; to upgrade and improve services where necessary.

Objectives:

- To obtain the rehabilitation of an additional 30 housing units over the next five years.
- To facilitate the regular maintenance of the housing stock which is more than 20 years old (N=320 units).
- To conserve the affordability of 1,245 housing units through implementation of the Los Rios Specific Plan and mobile home park space rent affordability.

Housing Program

Over the past few years, the City has become committed to the implementation of several programs for achieving housing improvements and preserving the affordability of existing housing. These programs include the following:

- Rehabilitation grants and loans in the Los Rios area
- Neighborhood housing rehabilitation on the “Little Hollywood” area
- Land acquisition with replacement of deteriorating housing in the “Little Hollywood” area
- Property Maintenance Ordinance
- Public Improvements in the Mission District
- Redevelopment Agency Rehabilitation
- Mobilehome Park Affordability

These actions, together with present activities to conserve existing affordable housing, are presented in the following paragraphs.

- *Rehabilitation Grants and Loans in the Los Rios Area:* Grants and low interest rate loans for housing rehabilitation are available in the Los Rios area of the City. This program is funded by (Federal) Community Development Block Grant Funds and is under implementation. The agencies responsible for implementing this program action, which is consistent with the Statewide policy of preserving the existing stock of affordable housing, include the U.S. Department of Housing and Urban Development; County of Orange; and the City of San Juan Capistrano, through the City Manager and the Department of Community Planning and Development.
- *Neighborhood Housing Rehabilitation in the "Little Hollywood" area:* This continuing program involves below market-cost financing for the rehabilitation of low and moderate cost rental housing. The same agencies responsible for program implementation in the Los Rios area are also involved in the Little Hollywood area.
- *Land Acquisition with Replacement:* This program action involves land acquisition utilizing Community Development Block Grant funds for purposes of facilitating the development of affordable housing. The City has also used Community Development Block Grant funds for public improvements. These programs are consistent with the goal of preserving existing housing and neighborhoods.
- *Property Maintenance Ordinance:* This action is under study and evaluation. It involves the evaluation, preparation and possible implementation of an ordinance designed to prevent blight and preserve neighborhood quality. The analysis of the potential for a "property maintenance ordinance" is the responsibility of the City Manager and the Department of Community Planning and Development.
- *Public Improvements in the Mission District:* This activity involves assessing and correcting public improvement deficiencies in the Mission District of the City. The utmost sensitivity is given to environmental, historical, and cultural factors in program implementation. The agencies/officials responsible for implementation include the City Manager, Planning Department, and Public Works Department. The repaving of streets in this district has been accomplished.



- *Redevelopment Agency Rehabilitation:* Since adoption of the 1981 Housing Element, the City has established a Community Redevelopment Agency and initiated the San Juan Capistrano Central Redevelopment Project. One of the capital improvement programs is the rehabilitation/improvement of existing housing. This rehabilitation program activity is to be accomplished within the first three five-year time periods.
- *Mobilehome Park Affordability:* The Mobilehome Park Review Committee implements a City ordinance which controls the maximum allowable increase in space rents in existing mobile home parks. The maximum rent increases are tied to the Consumer Price Index and operating cost increases. This program helps to preserve the stock of existing affordable housing.

HOUSING PRODUCTION

Housing production means the building of new units to add to the housing supply of San Juan Capistrano. That production is needed as the City's population grows; as jobs become available in the community; as older, dilapidated structures outlive their usefulness; and because vacancy levels are required to sustain mobility and choice in the housing market. The most important factor influencing housing production needs is in-migration into the City of San Juan Capistrano.

Housing Production Needs

Three conditions contribute to a need for new housing in San Juan Capistrano:

- Demand for additions to the housing supply because of a share of employment and population growth in Orange County.
- Replacement of older, substandard dwellings with new, standard quality housing units.
- Change in the amount of vacant dwellings which are needed for achieving choice and mobility in the housing market.

Over the past decade the City has responded to regional population growth and housing demand. Between 1970 and 1980, the community had a population growth of 15,178 and a gain of 6,280 housing units. Employment growth in the City itself was not a significant stimulus for this substantial gain in population and households.

In summary, San Juan Capistrano's housing production needs resulting from the combined factors discussed above are as follows:

	1984-1989
• Additional Households	1,826
• Replacing Substandard Housing* (minimum)	18
• Maintaining a Healthy Vacancy Level	-283
Total	1,561

*The City anticipates a need to replace 18 housing units in connection with the Redevelopment Plan for the San Juan Capistrano Central Redevelopment Project.

Constraints and Resources

Development of new housing in San Juan Capistrano is guided by the General Plan and Growth Management Ordinance. The General Plan establishes a "holding capacity" limiting the ultimate amount of residential development and the Growth Management Program sets forth production limits on an annual basis. There are 3,200 acres designated by the General Plan for residential land uses. The dwelling unit capacity on vacant residential land is 1,726 units, with 65% being in the multiple family density category of five to 18 dwellings per acre. (Refer to Table A-3 and A-4 in the Technical Appendix for further details).

Designation of additional land for residential uses is constrained by natural factors. For instance, environmental constraints exist, which preclude consideration of 44% of the City's area for other than open space uses. This area includes 2,900 acres of protected ridgeline, flood plains along two major creeks (San Juan and Trabuco), and unstable hillside areas, where landslides have occurred or are likely to occur with seismic activity. These physical and environmental factors account for the number and percentage of acreage in the lower density ranges. (Refer to Table A-3).

In 1976, the City adopted a Growth Management Ordinance in order to insure that development was phased in accordance with the availability and capacity of necessary services and facilities. All residential developments consisting of 12 or more units (total, not per-acre) are under the provisions of the growth control ordinance. The ordinance permits an annual production of 400 housing units, or 2,000 for each five-year increment. Consequently, the amount of new housing allowed by the ordinance (2,000) exceeds the SCAG projections (1,561) and, thereby, does not pose a barrier to meeting new construction needs.

Public services and facilities are available to the vacant sites identified in the land inventory (Table A-4 in the Technical Appendix to the Housing Element). These services and facilities include sewer, water, schools, and police and fire protection. The services are generally adequate in terms of capacity, with the exception of sewer capacity. The City is now investigating alternative ways to increase sewage capacity since it is near the allocation limit provided by SERRA, the regional sewage agency. A project committee has been established to study the alternative ways of increasing sewer capacity. The school capacity is limited and the City provides assistance by collecting development fees to pass on to the Capistrano Unified School District for temporary facilities. The City contracts with the Orange County Sheriff and Fire Departments. The current level of police and fire service is adequate.

Goals, Policies, Objectives: Housing Production

This sub-section identifies goals, policies and objectives in the area of housing production. The intent of this statement is to guide specific actions concerning new housing development in the City.

Goals:

- To achieve housing production levels that address, to the maximum extent feasible, projected needs.
- To achieve, whenever possible, the production of affordable housing on those sites identified by the City as being suitable for such development.

Policies:

- To encourage the provision and availability of a variety of housing types and sizes throughout the community.
- To promote the availability of sufficient rental housing for all economic segments of the community.

- To support the placement of mobile homes and factory-built housing on vacant residential parcels in certain single-family dwelling areas.
- To continue to locate residential areas in proximity to transportation routes and employment areas to provide convenient access.
- To plan for residential areas to accommodate anticipated employment growth.
- To identify and evaluate potential low and moderate income housing sites in accordance with the following criteria:
 - Convenient access to public transportation and highways, schools, parks, and recreation facilities, shopping and employment.
 - Adequate public services and facilities.
 - Minimally impacted by seismic, geologic and flood hazards, and located off of sensitive hillside areas.
 - Compatible with proposed and existing land uses.
- To ensure that adverse impacts resulting from the provision of low and moderate income housing are mitigated.
- To promote energy conservation throughout the City.
- To promote the reduction of utility costs for all economic segments of the community.
- To encourage the development of public and private programs to encourage energy conservation in residential developments.
- To encourage the involvement of the private sector in reducing energy uses by community residents.
- To provide housing for low and moderate income households which contains the same basic neighborhood amenities as other projects in the City.
- In conjunction with the review of a City-approved affordable housing project, the growth management allocation schedule could be amended to accommodate the project as deemed appropriate, but not to exceed the previously approved numerical limit.
- Adjustment to the growth management project rating scale by providing additional bonus points for housing developments which provide affordable housing under a City-approved program. A minimum number of total points, including bonus points, must be achieved in order to qualify for an amendment to the allocation schedule.

Objectives:

- To facilitate the production of 1,550 housing units, through approved and potential developments over the next five years (mid-1984 to mid-1989).
- To facilitate the production of new housing with affordable rents and prices in the City's planned communities.

Housing Program

During the next five years, the City intends to implement several programs to stimulate local housing production. These programs include the following:

- Land Use Element of the General Plan
- Forster Canyon Planned Community
- Glendale Federal Planned Community
- Redevelopment Plan for the San Juan Capistrano Central Redevelopment Project

These programs are described in the following paragraphs:

- *Land Use Element of the General Plan:* This Element guides the amount and type of residential development allowed in the City. There are six density categories allowed in the Land Use Element: very low, 1 du/ac.; low, 2 dus/ac.; medium-low, 3.5 dus/ac.; medium, 5 dus/ac.; and high, 18 dus/ac. Development in accordance with the LUE yields 7,430 housing units for the entire City. (dus/ac = dwelling units per acre).
- *Forster Canyon Planned Community:* A Comprehensive Community Development Plan was adopted for this area in March 1981. The Plan allows for the production of 622 housing units. The general location of the proposed uses and density of development were found to be consistent with the General Plan Map. A requirement of 10% affordable housing was a condition of zoning approval.
- *Glendale Federal Planned Community:* Some 1,200 housing units are incorporated in the Comprehensive Development Plan for this area. Development in accordance with the planned community contributes to meeting the housing production needs of the City. A requirement of 10% affordable housing was a condition of zoning approval.
- *Redevelopment Plan for the San Juan Capistrano Central Redevelopment Project:* Since the 1981 Housing Element was adopted, the City has established a Redevelopment Agency. A "Redevelopment Plan for the San Juan Capistrano Central Redevelopment Project" also has been prepared and adopted. In conjunction with plan implementation, it is anticipated that up to 600 new housing units may be constructed west of Trabuco Creek, of which a portion may be reserved for families of low or moderate income by a variety of methods.

HOUSING ASSISTANCE

Housing assistance refers to bringing the cost of housing into reasonable relationship to income or the ability-to-pay for shelter. The need for housing assistance is experienced by San Juan Capistrano residents who live in housing that is in sound condition but whose costs exceed reasonable standards of ability-to-pay. Some other households needing assistance include those whose shelter requirements must be satisfied by newly constructed housing within their economic means. These additional households include some who already live in the community and San Juan Capistrano's share of the total regional need expressed in the Orange County area.

Housing Assistance Needs

Housing assistance needs are experienced by two distinct groups:

- Households living in San Juan Capistrano who are paying more than a reasonable percentage of their income for housing costs. The standard for overpaying, as established by the State Department of Housing and Community Development, is 25% of income on housing costs.
- Households projected to live in San Juan Capistrano with annual incomes too low to afford market rate housing (i.e., most "very low" and "low" income households and some "moderate" income households).

In 1980 there were an estimated 3,620 households that were spending 25% or more on monthly housing costs—2,611 owners and 1,009 renters. Most of these households, 1,842 had annual incomes in the "very low" and "low" income brackets. Of this total, there were 1,099 owners and 744 renters. Many of the owner households are probably recent residents who bought new housing. Under these circumstances income is not always a true measure of ability-to-pay and the 25% criteria also may be inapplicable. In addition, resources to provide ongoing financial assistance for homeowners that are overpaying are unavailable.

Housing assistance needs for current residents relate primarily to "very low" and "low" income renters. As of 1980, there were 404 "very low" and 339 "low" income households with monthly housing costs exceeding 25% of income. Some of these households already are being assisted by the City's participation in the Section 8 program.

Projections of housing need have been prepared by the Southern California Association of Governments. These projections cover the five year period from 1984-1989 and four income groups. Further refinements of the SCAG projections were completed to present the projections for owners and renters. The income groups most likely in need

include very low and low income owners and renters. The projections are listed below:

	Owners	Renters	Total
• Very low	163	83	246
• Low	<u>227</u>	<u>84</u>	<u>311</u>
Totals	390	167	557

Under present laws, a housing element must include an analysis of “special need” households. Most of these households are already considered in the Housing Assistance Plan. Seven household types are included within the scope of the special needs analysis:

- Handicapped
- Elderly
- Large Families
- Overcrowded Households
- Female Heads of Household
- Minority Households
- Farm Workers

A brief summary of statistical findings is presented in the following paragraphs. The complete data are found in the Technical Appendix.

Handicapped Households

There are, as of 1980, 242 households with a public transit disability. Of this total, 92 are between 16 and 64 years of age and another 150 are more than 65 years old. Handicapped households have special requirements with respect to the internal design of the residential structure. They also may experience, like some other households, housing costs above their financial means.

Elderly

About 12% of the City’s population is 65 years of age or older. As of 1980, there were 78 persons in this category with incomes below poverty status. The elderly have special housing design requirements and sometimes experience physical difficulties in home maintenance. Since many are retired and/or on fixed income, the rise in housing costs is particularly burdensome.

Large Families

Almost 12% of all the City’s households have more than five persons. This includes 445 households with five persons and another 356 with six persons. Large families need housing accommodations with enough space for normal family functions. The large renter family usually faces great difficulty in finding apartment housing with enough space.

Overcrowded Households

Overcrowding is not severe in San Juan Capistrano. There were only 211 overcrowded households in 1984, comprising 3% of all the City’s households. The overcrowded households need additional housing space to accommodate their needs for normal, daily living functions and requirements.

Female Heads of Household

There are almost 1,600 households headed by a female, 23% of all households. Most (49%) of these households are single person. Another 51% have 2+ persons with most of them consisting of the female head of households and her immediate family. Depending on income status, these households also experience housing assistance needs. The female head with young children not only experiences high housing costs, but also a need for childcare services.

Farm Workers

Housing need data prepared by SCAG estimate that there are 34 farmworker households eligible for assistance in the City. Of this total 21 are "very low" income and another 13 are "low" income households.

(More complete data on housing needs and the City's housing supply are found in the related Technical Appendix, available at the City's Department of Community Planning and Development.)

Constraints and Resources

Constraints impeding efforts directed at meeting housing assistance needs include land costs, construction costs, financing availability and interest rates, sales prices, and limited Federal and State funding. Background data on these factors are summarized in the following paragraphs.

Land Costs

The cost of raw land contributes approximately 25% to 35% towards the sales price of a new home, depending on the type of unit constructed. This figure represents the average percentage of land cost for the price of a single-family detached unit. The price of land varies with allowable density, speculation, supply and demand and desirable amenities, such as views and proximity to transportation corridors, the central business district, and open space.

The escalating price of raw land necessitates higher priced developments. Increasing density theoretically could reduce the cost of land per unit, but land zoned for higher densities is sold for a higher price. San Juan Capistrano is a desirable area for custom home sites. The costs of home sites in the City range from about \$119,000 to \$275,000. Discussion with local renters indicate that for purposes of producing affordable housing, the land costs must be in the range of \$160,000 to \$200,000 per acre. Within the City, there are few areas which have land costs within this range.

Site Availability

The City's five-year projected need is 557 housing units for low and moderate income households. There is a dwelling unit capacity of 1,121 housing units in areas zoned for multiple-family and rental housing. There is an additional potential of 22 housing units in areas zoned for manufactured housing. Consequently, the residential development capacity is sufficient to accommodate the City's share of the projected regional housing need for the low and moderate income groups.

Construction Costs

Land and construction costs combined comprise approximately 43% of the cost of a housing unit. A typical single-family house can range from \$40 to \$50 per square foot to build; an attached unit from \$32 to \$40 per square foot.

Inflation significantly effects the cost of construction by increasing the price of materials and wages paid to construction workers. Delays caused by strikes or extended delivery dates or processing times also contribute to the rising cost of housing.

Financing Availability

Financing for resales and new construction is generally available. Interest rates of banks and savings and loans were generally in the range of 11% to 13% as of June 1984.

Sales Prices

New housing in San Juan Capistrano is in the market rate category. As of 1984, there were two condominium developments in the City in the new housing market. The first one offered housing in the basic price range of \$124,900 to \$144,900. With equity or other forms of savings, this housing was within the economic means of families with moderate incomes. The second condominium development offered housing in the \$158,000 to \$206,000 price range. There were three single-family developments which offered housing in the \$200,000 plus range. The City has recognized this situation and has, in the past, approved development projects which were intended to add to the supply of rental housing and (through reduced amenities) to the supply of affordable housing for prospective moderate income homeowners. In each instance, the project developer/builder did not implement the intended goal or objective. For example, the approved rental housing development was converted to a stock cooperative. The ownership project was sold by the original developer to another builder and has since been constructed as a market rate residential development.

Federal and State Programs

There is very limited funding available for housing assistance programs from State or the U.S. Department of Housing and Urban Development. Moreover, the competition is keen for the limited resources that are available. In addition, several of the program standards and criteria are impractical in San Juan Capistrano, such as sales price ceilings.

Resources to address housing assistance needs are limited to the continued use of the Section 8 existing housing program (new certificates and/or vouchers); multi-family housing revenue bonds; and the "Affordable Housing Fund" established as a result of the San Juan Capistrano Redevelopment Project.

Nonprofit Corporation

In August 1984, the City Council approved the formation of a non-profit housing corporation. One function of this corporation will be to serve as a means of achieving the housing goals and objectives. As a result, the corporation will have a role in the implementation of several programs.

Goals, Policies, Objectives: Housing Assistance

Meeting all of the community's housing assistance needs in light of prevailing constraints and limited resources is extremely difficult. This sub-section presents a statement of goals, policies and objectives which the City plans to follow and implement during the period of mid-1984 to mid-1989.

Goals:

- To satisfy, to the maximum extent feasible, the housing assistance needs of the City's current and future households.
- To satisfy housing assistance needs through utilization of the existing stock and production of new housing.

Policies:

- To continue participation in the Section 8 Housing Assistance Payments Program.
- To preserve the City's existing affordable housing through continued implementation of existing ordinances.
- Housing units with a City-approved Affordable Program shall be required to implement controls to insure continued affordability.
- Said controls are to include provisions for the participating family to receive a pro-rated share of the selling price.

Objectives:

- To provide housing assistance for at least 20 resident lower income renter households (i.e., new certificates or vouchers) over the next five years (i.e., mid-1984 to mid-1989).
- To replace 15 deteriorated housing units through new construction in the "Little Hollywood" area.
- To produce four new assisted housing units to meet the needs of future very low income households.
- To produce 55 new assisted housing units to meet the needs of future moderate income households.

Housing Program

Housing assistance needs are addressed by the following programs:

- Section 8 Housing Assistance Program.
- Land Acquisition for Housing (San Juan Capistrano Redevelopment Project).
- New Public Housing (San Juan Capistrano Central Redevelopment Project Area).
- Housing Opportunities Program.
- Mortgage Revenue Bond Program.

These actions are described in the following paragraphs:

- *Section 8 Housing Assistance Program:* This program is implemented on a cooperative basis with the Orange County Housing Authority (OCHA). It is anticipated that in the future the City will obtain additional family certificates or vouchers to assist more local resident households. In August 1984, OCHA had small-family certificates available for use. The City will establish an outreach effort to promote the program among apartment owners in the City.
- *Land Acquisition for Housing:* This action is included within the scope of the capital improvement program for the San Juan Capistrano Redevelopment Project. An expenditure of \$825,000 for land acquisition for housing is projected during the first five-year time frame of the redevelopment program. The potential revenue sources for this expenditure include the Community Redevelopment Agency and other City funding mechanisms. The intent of this action is to contribute to the production of new housing for low and moderate income families.
- *New Public Housing:* In conjunction with the Redevelopment Plan/Project, it is anticipated that eight new public housing units will be constructed. The timing for construction of these units is toward the end of the 1984-1989 time cycle.
- *Housing Opportunities Program:* In approving the two planned communities, a major goal was to achieve production of 10% affordable housing. To date, because of market constraints, the production of these units has not occurred. However, the City will continue to attempt to find ways and means of achieving the production target in the two planned communities.
- *Mortgage Revenue Bond Program:* At the present time, the City is considering a cooperative agreement with the County of Orange pursuant to which the County would be authorized to issue multifamily housing revenue bonds to provide financing for rental projects located in the City. One developer in the City has proposed that 20% of 278 apartment units be rented in the affordable categories in concert with revenue bond financing. This results in 55 affordable rental units.

REMOVAL OF GOVERNMENTAL CONSTRAINTS

This section of the Housing Element provides an inventory of “potential” constraints under the jurisdiction of the City of San Juan Capistrano. This inventory, according to State law, must include the following:

An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required for developers, and local processing and permit procedures.

It should be observed that the applicable Article of the State Government Code (10.6) does not presume that all cities impose governmental constraints; rather, it calls for an analysis of governmental factors within the context of an updated housing element.



Housing Needs

Local government, particularly through regulation of the land development process, influences the new housing market. The practice of exclusionary land use controls such as large minimum lot sizes and large minimum floor areas, effectively influence who can live in a community. Also, the enforcement of housing and building codes affects the existing housing supply. The impact of government regulatory controls in San Juan Capistrano may be examined in relationship to general categories of housing needs:

- The range and diversity of housing types.
- The cost of housing.

Constraints and Resources

Land Use Controls

The City's policies affecting land use are presented in the General Plan and Land Use Code. The General Plan contains the mandated elements covering land use, circulation, housing, open space, conservation, safety, noise, seismic safety, and scenic highways. The Housing Element addresses housing issues in the most detail, but other elements affect housing to varying degrees.

Under the existing City codes, a developer may alter the net densities within a project, as long as the overall density does not exceed what the Land Use Element allows. A clustered development is an example of how densities may be altered in a project. (Exhibit A in the Housing Element Technical Appendix gives the standards of various zoning districts).

The presence of floodplains and steep and unstable hillsides in the City limit the number of acres for residential development and the type of unit suitable for the area. This is discussed in more detail in the Seismic, Public Safety and Land Use Elements of the General Plan.

Local Building Codes

The Uniform Building Code is in effect in San Juan Capistrano, setting minimum residential and other standards. This prevents reducing the cost of housing construction by constructing buildings to lesser standards.

Required Off-and On-site Improvements

Single-family residential tracts are required to have local and arterial streets, curbs, gutters and sidewalks, sewers, street lighting, street trees, and approved right-of-way landscaping installed by the developer. In the case of private streets and right-of-way landscaping, a homeowner's association normally assumes the cost of maintenance. Other improvements (public streets, sewers, etc.) are dedicated to the City and subsequently maintained by it.

In the case of lot sale custom home subdivisions, improvements are to be extended to the property lines. Bicycle and equestrian paths identified in the General Plan are to be constructed by the developer and dedicated to the City. As a condition of approval for a final map, the subdivider dedicates land, pays a fee in lieu thereof, or both, at the option of the City, for park and recreation purposes in accordance with the standards and formulas contained in the Land Use Code.

Permits

Permits and inspections are required when residential projects are undertaken. Permits range from tentative parcel maps to grading permits, and require a variety of processing times, applications, and inspection fees. The City's processing procedures include reviews to assure that the development meets City codes and standards. Due to the demand for housing, residential projects are given the most expeditious processing possible by the City.



Fees

The City collects fees to help cover the cost of the permit process, environmental assessments and building inspections, as well as the cost of providing City services such as water, sewer and drainage to new developments. Fees are based on valuation of project, grading quantities, etc., and are updated on a basis that reflects current City costs for these services.

Goals, Policies, Objectives: Removal of Governmental Constraints

Actions to minimize governmental constraints:

- To continue to give proposed residential developments the most expeditious processing possible by the City.
- To continue the practice of altering development densities, within the ceiling established by the Land Use Element by means of clustering.

Housing Program

Two specific City policies are established per this Housing Element:

- To continue cooperative agreements, as appropriate, with the County and other agencies so that community housing needs are met to the greatest degree possible.
- To evaluate, as a continuing practice, the effect of existing and proposed land development controls on housing choices and costs.

EQUAL HOUSING OPPORTUNITY

Local housing elements, within the context of State Government Code Article 10.6, must consider the following statewide policy:

- Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.

Housing Needs

Statistics have not been compiled by the City on discrimination complaints or referrals by departments to other local or County agencies. Although there may exist rare instances of discrimination, the problem is not prevalent in San Juan Capistrano.

Constraints and Resources

State law prohibits cities from enacting anti-discrimination ordinances. This need is addressed by State law, including the Rumford Fair Housing Act and the Unruh Civil Rights Act.

Goals, Policies, Objectives: Equal Housing Opportunity

The City of San Juan Capistrano intends to encourage the following:

- Facilitate the unimpeded access to housing by persons, families or households, without consideration of arbitrary distinctions.
- Establish procedures whereby City staff can adequately refer apparent violations of the law, statewide policies, and City goals to other agencies for remedial actions.

Housing Program

Implementation of the objectives stated above constitute the housing program. Increasing the general awareness of fair housing laws and appropriate agencies for referral is the principal activity in this area. The City Manager's Office will be responsible for handling discrimination complaints made by the public. That Office, in turn, will refer complaints to the appropriate state or federal agency. When appropriate, the complaints will be referred to the Orange County Fair Housing Council.

(Entire Housing Element revised per General Plan Amendment 84-2).

5. PARKS & RECREATION ELEMENT

The City shall endeavor to provide, develop and maintain parks of various types and sizes to provide a variety of recreational facilities and activities for persons of all age groups and in all areas of the community.



INTRODUCTION

The Parks and Recreation Element, although not a mandatory element required by State planning law, is one of the elements that can be prepared and adopted at the option of the local jurisdiction. Despite the fact that it is not mandatory, more jurisdictions have probably devoted more time and energy to this element than any of those required by State law. The importance of the element at the local level is generally based on several factors, among which are:

- A widespread interest and need for recreational facilities and activities in response to increasing amounts of available leisure time by the general citizenry.
- The general availability of park facilities and the impression that, like schools, parks are an important ingredient of the "quality of life" in an urban community.
- The growing awareness of local citizens that parklands will become more costly the longer acquisition and improvement is delayed.
- The fact that State legislation permits local jurisdictions to require dedication of parklands from new developments if a parks and recreation element has been adopted and sets forth standards for the establishment of this requirement.

In 1967, San Juan Capistrano adopted its first parks and recreation element. The initial element set forth various objectives, policies and standards for the development of parks and recreational facilities in the City. Various formulas for computing parkland dedication were incorporated in the element and later implemented through the adoption of a park dedication ordinance.

The park dedication ordinance has subsequently been incorporated into the City's Land Use Code. It now requires each new residential development to dedicate an equivalent of seven acres of park land per every 1,000 people.

Like many local communities, however, San Juan Capistrano has not had sufficient time to evaluate park requirements particularly in terms of community need, economic feasibility (i.e., the costs and revenues necessary to afford park facilities), and their relationship to existing facilities. This then raises the question, what should San Juan Capistrano's approach be to providing adequate parks and recreation facilities for its citizenry?

The determination of adequate facilities for San Juan Capistrano has been based on a review of the following factors:

- **Public Cost/Revenue.** Given the present standard of seven acres per 1,000 people, what are the potential costs to the community and how much park land may likely be afforded by the City? Such questions lead to an analysis of the City's current commitment and the determination whether such commitment should be increased or decreased.
- **Existing Facilities.** Given the present amount, location and

function of existing recreational facilities, what new facilities are needed? The distribution and character of the population, both present and future, has been analyzed in determining such needs.

- **Private Facilities.** The use of privately maintained parks has been evaluated as one means of providing park facilities, particularly smaller neighborhood parks.

In addition to these factors, the City of San Juan Capistrano, in its recently adopted Policy Plan, set forth several policies which served as guidelines in determining future park needs. These policies, as well as the three factors listed above, served as the basis for evaluating and projecting the park needs of San Juan Capistrano. They are described in detail in the background material for the Parks and Recreation Element, on file separately at the Dept. of Community Planning and Development.

RELATIONSHIP TO OTHER ELEMENTS

The Parks and Recreation Element relates directly to the Open Space Element and indirectly to the Circulation, Land Use and Housing Elements. It also relates to the Historic/Archaeological Element.

Open space for outdoor recreation is one of six categories considered by the Open Space Element. Included on the General Plan Map are the various existing and proposed neighborhood, community and specialty parks described in detail in this Parks and Recreation Element. In several instances, the existing and proposed park facilities have been linked with other open space features by means of various open space corridors.

Within several of the corridors are included various bicycle, equestrian and hiking trails. The bicycle and equestrian trail networks are intended to serve both the recreation and the circulation needs of the community.

The amount, location and function of various proposed park facilities have been based on the pattern and intensity of uses proposed in the Land Use Element and the attendant population levels described in the Housing Element. In addition, various specialty parks have been proposed in accordance with the specific policies contained in the Citizen's Policy Plan. These facilities include an agricultural theme park and an historical park.

SUMMARY OF FINDINGS

NOTE: The neighborhood, community and specialty parks referred to in this Element are included on the large scale General Plan Map, separate from this text. Also, the bikeway and equestrian trail plans are shown on their own separate large scale maps.

San Juan Capistrano, while having the highest park dedication requirement in Orange County, also is one of the most deficient in terms of park facilities. Present plans for 1974-75 indicate that the City will be expending monies for the improvement of Junipero Serra Park (\$60,000) and, if additional park fees are available, improvements for El Camino Real Park. The City has tentatively budgeted \$73,000 for improvements in El Camino Park, but these are

contingent upon the collection of additional park fees. In addition, \$47,000 has been allocated for the following fiscal year for the completion of El Camino Park. The completion of improvements in El Camino Park would bring the total of existing public parks to 13 acres. In summary, the City's commitment for parks during the next two years is presently \$180,000 for capital expenditures and approximately \$63,400 for park and parkway maintenance.

The park plan summarized in the following pages indicates the various facilities which should serve to meet the recreational needs of the community. Besides the bicycle and equestrian trail systems (described in detail in the background material for this Element), it is proposed that the City concentrate on the development of three types of parks; e.g., neighborhood, community, and specialty parks.

Representing a significant departure from other community plans, the plan for local neighborhood parks emphasizes the establishment of private rather than public facilities. Assessments indicate that almost two-thirds of the current neighborhood facilities are privately owned. The proposed plan recommends the addition of five public neighborhood parks in existing developed areas, and the balance of neighborhood parks to be provided on a private basis in new areas of development. Of the public neighborhood parks, the need in the southern sector of the City has been identified as that which should receive highest priority.

Not only are there no community parks in San Juan Capistrano; there is a lack of plans for their acquisition and improvement. To offset such deficiency, four community parks have been proposed. These would be distributed geographically so as to permit the greatest utilization by citizens throughout the community. It is anticipated that such facilities would permit more active types of recreation and, most importantly, an opportunity for community-wide facilities.

Of the four proposed community parks, it is recommended for example that the first priority be given to acquiring and developing what is referred to as the "Central Community Park." Other community parks proposed by the plan include the C. Russel Cook Park generally located along the northerly side of San Juan Creek, a community park near the crossing of the AT&SF railroad line and Trabuco Creek in the north part of the City, and a community park site adjacent to the Marco Forster Junior High School.

Because of its historical character, significant natural resources, and predominant rural-like character, San Juan Capistrano has the impetus for creating a series of theme parks or specialty park facilities. Interest for these various facilities was expressed in specific policies within the Citizens Policy Plan. Briefly, they include: an historical park (located in conjunction with the "Central Community Park" in the Los Rios area), an agricultural theme park located near the proposed community park in the northerly section of the City, two golf course facilities (one existing; one proposed), a trail-stop rest facility, a wildlife reserve, a tourist-rest stop in conjunction with El Camino Real Park, and the so-called "Plaza Park" to be located in the Mission District. Each of the above facilities are described in detail in the background material for this Element.



IMPLEMENTATION MEASURES

The various programs outlined below are general in nature, yet suggest several steps which might be taken in developing a comprehensive parks and recreation program for the City. Further definitive data on potential costs, revenue sources and the evaluation of specific recreational needs in the community is necessary in order to stage a fully effective program.

Revisions to Existing Ordinances. The existing park dedication ordinance (Ordinance No. 210) represents one of the major tools available to the community for developing an adequate parks system. Refinement of the seven acres per 1,000 population requirement should be considered to allow for:

- Four acres per 1,000 population to be developed as private neighborhood parks. These parks would be credited against the parkland requirement for the subdivision.
- Three acres per 1,000 population in the form of in-lieu fee payments for the development of community parks.

The elimination of present boundaries determines where and how park fees are to be spent. In fact, monies are already being used on a priority basis rather than on a geographical basis. Park expenditures should be based on community need and expended in areas of greatest deficiency. These monies should be allocated to areas of priority as recommended by the plan (or to priority areas of the plan as amended by the City).

Adoption of Priorities. For obvious reasons, the City will find it desirable to adopt a list of priorities for the immediate and future development of park facilities. A high priority in terms of deficient park facilities are community parks. It is recommended that the City initiate action to acquire and develop its first community park. Because of its central location and proximity to other areas of activity, it is recommended that the proposed community park within the Los Rios area receive first priority. Second priority should be given to the proposed community park adjacent to San Juan Creek, primarily because of its early availability and the potential opportunity for expansion within the flood plain area. The proposed parks in the northerly and southerly sections of the community should be considered of third and fourth priority, respectively.

Additional public neighborhood parks in existing developed areas have been listed in the Parks and Recreation Element according to the areas of greatest need.

Specialty parks would have lowest priority. Nonetheless, the community should strive to initiate necessary steps to make these facilities become a reality. The historical park, for example, is an important extension of the "Central Community Park." Efforts should be made to develop this facility concurrently (or at least acquire the land concurrently) with the community park. The same comments hold true for the agricultural theme park which is proposed as an extension of the community park in the northerly section of the City.

Capital Improvement Program. As outlined in several other elements of the General Plan, it is recommended that a phasing program for public capital expenditures be developed, taking into account the various public parks and recreation facilities offered by the plan. The program would generally serve to schedule all major proposed projects (i.e., proposed park facilities, transportation facilities, civic center facilities, utilities, etc.) over a multi-year period on the basis of need and ability to pay. The suggested list of priorities for parks and recreational facilities would be incorporated with other anticipated capital expenditures.

Toward this end, it will also prove desirable to refine specific cost estimates relative to the acquisition and improvement of park facilities. The direct costs to the City will vary greatly depending on the specific location and types of improvements and the specific program or means under which various areas are to be acquired. The implementation phase of the general plan program should explore such aspects in further detail.

New Sources of Revenue. Projected capital costs for parks and recreational facilities will likely add to the need for additional, new sources of revenue. Several potential sources, including Federal, State and County programs were identified in the Open Space and Conservation Elements.

One significant funding source is now available due to the recent passage of the State Park Bond Issue of 1974. The act provides for the distribution of certain monies to local jurisdictions for local parks and

historic preservation. Priorities are to be based on:

- The development and preservation of historical resources;
- The preservation of various scenic resources; and
- The acquisition and/or development of park and recreation areas.

Monies are to be allocated to local communities based upon their projected populations to July 1, 1980. Preliminary estimates indicate that San Juan Capistrano could receive approximately \$50,000.

Other potential major sources of funds are available for the construction of bicycle trails in the local community. Through the County Cooperative Financing Program, the Board of Supervisors has approved \$400,000 to be allocated to local cities on a 50/50 matching basis. The City has applied for matching funds under the County's program which, if approved, would provide approximately \$53,000 for the development of various local trails. The various local trails recommended for improvement, include:

Segment A—From end of existing Camino Capistrano bike trail via La Zanja, Avenue de La Vista and Trabuco Creek levee to Del Obispo Street bridge. The section using La Zanja and de La Vista would be a bike route—i.e., designation signs only.

Segment B—From Del Obispo Street bridge via Trabuco Creek and San Juan Creek levees to the southerly City limits.

Segment C—From easterly City limits to confluence of San Juan and Trabuco Creeks via north side of San Juan Creek.

In addition to outside sources of funds, several available means of securing funds should be explored at the local level. These generally include: general obligation bonds, building excise taxes, in-lieu park fees, direct user fees, and special assessment districts. It is also recommended, per the Citizens Policy Plan as an additional means of developing trails, that developers be required to dedicate and improve bikeways and/or equestrian and hiking trails planned through their projects.

Refinement of Parks Program. With the parks plan as a basic guide, an approach has been outlined for determining the specific types of recreational facilities and activities which may be desired by the residents of the community. Further, this approach would solicit detailed information regarding the probable amount of monies the local residents would be willing to pay for parks and recreational facilities:

- Establish representatives from each neighborhood area as a means of soliciting recreational needs.
- Develop a supplementary City-wide questionnaire to solicit further opinions concerning the types of recreational facilities that should be located in the local park system. The responses should be tabulated by each geographical service area.
- Hold a series of public meetings to review and summarize these responses and permit additional public input.
- Develop a comprehensive plan for the improvement of each proposed park, including projected costs and a priority schedule for the phasing of improvements.

- Present a preliminary plan to each of the neighborhood representatives and members of the general public, again soliciting appropriate responses.
- Finalize any plan amendments and projected costs for approval through the issuance of general obligation bonds.
- Submit to the voters for approval and the authority to issue bonds.

Development Criteria for Private Parks. As recommended by the Citizens Policy Plan, all private parks should be developed and maintained in accordance with desirable standards and criteria set forth by the City. The Plan has recommended that all neighborhood parks in conjunction with new developments be maintained on a private basis. Standards and criteria governing the development and maintenance of private parks, are, therefore, especially critical to the overall quality of the parks and recreation program for the City. It is recommended that such design standards and criteria be developed as one of the first steps in the implementation phase of the general plan program.

Cooperative Program with School District. As recommended by the Citizens Policy Plan, the City should explore the opportunity to utilize existing recreational areas and facilities now provided by the Capistrano Unified School District. The joint use of such facilities should serve to provide immediate recreational opportunities for existing residents and, in the future, serve to avoid the costly duplication of recreational facilities to be provided by the City. The development of a comprehensive program for local recreational facilities (as part of the implementation phase of the General Plan Program) should accordingly be developed and carried out in conjunction with the School District.

6. HISTORIC ARCHAEOLOGICAL ELEMENT

It is the general intent of the City to protect and preserve its unique heritage and all valuable historical, archaeological and paleontological resources within the community.



INTRODUCTION

San Juan Capistrano encompasses an area rich in historical and prehistorical remains. The historic period generally represents the time period from 1769 (the Portola expedition) to present. During this period, San Juan Capistrano played a role as the most important settlement in Orange County, witnessed by the building of the mission and the presence of several other adobes. Several historical Juaneno Indian villages, satellite to the Mission, were also present during this period. The area in and around San Juan Capistrano has been attractive to human occupation for many years, prehistorically as well. Several streams drain into the major San Juan Creek with their junctures in the present City. It could be predicted that an area with abundant fresh water year-round such as this would have a correspondingly large variety of prehistorical artifacts.

The Historic/Archaeological element is intended to identify various historic and prehistoric resources as may exist within the community, and to suggest ways and means by which such resources can be preserved or retained until more detailed surveys and recovery work take place. Further, exceptionally valuable sites or structures are to be analyzed for possible incorporation into proposed development plans and related Elements of the City's General Plan.

RELATIONSHIP TO OTHER ELEMENTS

The Historical/Archaeological Element is directly related to the Open Space Element in that historic features, by definition, are included as one of six categories of open space defined by State planning law. The Open Space Element designates areas of scenic, historic and cultural value to the local community. Included on the General Plan Map are the major areas of historical and cultural value, these being the Mission San Juan Capistrano area and the Los Rios area. Single historic or cultural features are not designated on the Map due to scale. This does not mean, however, that such features would be precluded from more detailed open space or historic preservation ordinances. The various features of historic or cultural value are described in detail in this Historic/Archaeological Element.

In relation to the Parks and Recreation Element, the majority of land within the Los Rios area has been recommended to be maintained as park land, including a community park and an historical park. The historical park would contain various artifacts and buildings of historical value. The historical park is also recommended to contain a local museum, in combination with various research facilities, and a meeting hall for the proposed cultural heritage commission and local historical society.

Under the Scenic Highway Element, Camino Capistrano has been designated as a local scenic drive due to various historical points of interest which lie adjacent to the roadway or are otherwise accessible from the roadway. Recommendations for possible design approaches to this scenic route are incorporated in the Community Design Element.

SUMMARY OF FINDINGS

Archaeology. Approximately 16 archaeological sites have been uncovered from studies (reference Archaeological Survey Map). Two of the sites have been reported from secondary source information (Area 10 and Area 12). A third site (Area 13) has generally been destroyed. This site apparently contained a large, historic period village of both religious and mythological importance. It may very well have been the single most important prehistoric site within the City.

In addition to Area 13, only two other possible habitation sites were noted within the City. Area 12 (again reported from secondary source information) may have been partially or wholly destroyed by the construction of Forster Junior High School. The only other possible habitation site discovered to date (Area 14), exists on the Glendale Federal Savings property in the southeast area of the City. The limited amount and type of materials discovered at this site may have been used for catchment (procuring raw materials) rather than habitation.

Other areas noted throughout the City contained various sporadic and sometimes isolated materials, including shells, mano (hand stones), flake waste fragments, milling stone fragments, and a single projectile point. Survey efforts were often hampered by the existence of relatively dense patches of ground cover due to the previous wet winter season. Other archaeological materials could be uncovered by subsequent surveys at a time when plant growth is not so lush. Further, this particular study was concentrated primarily in the large undeveloped portions of the City. Other sites not listed by the study may exist in the intensely cultivated areas, on smaller land holdings, or in the developed portions of the City. For these reasons, it is recommended that any future development be preceded by additional intensive surveys. Detailed recommendations concerning the conservation and preservation of prehistoric features have been included in the background material for the Historic/Archaeological Element.

Historical. An historical survey, which is a part of the background material for this Element, has listed approximately 20 sites and structures believed worthy of preservation. Several of these include the more famous Spanish period adobes; however, many also include previously unrecorded sites and structures of possible historical interest. These later sites and structures are representative of a variety of time periods in the City's history; thereby possibly preserving a more complete picture of historic San Juan Capistrano.

The historical survey by no means represents a comprehensive listing of all possible historic features in the City. Such features could be added indefinitely. However, it is recommended at this time that the City and its citizens concentrate on establishing the ways and means to preserve these and other possible historic features of value within the community. Such recommendations include the establishment of certain necessary ordinances, the creation of a local cultural heritage commission, and the formulation of a non-profit corporation to act in conjunction with the commission. Detailed recommendations regarding historic preservation have been included in Section IV of the background material.

CITY OF SAN JUAN CAPISTRANO
GENERAL PLAN

ARCHAEOLOGICAL
SURVEY MAP



Paleontology. During the course of the historical and archaeological field investigations, three areas were noted which contained various paleontological materials. Paleontological materials as such were never directly sought out through field investigations, although they were recorded when discovered.. It is, therefore, generally recommended that subsequent surveys be undertaken throughout the City to identify further possible areas containing any paleontological resources.

From such limited research, one important site was discovered, area XI on the Survey Map. It is located generally in the area of Reservoir Canyon. The findings have been reviewed by paleontologists from the Los Angeles County Museum of Natural History, who, in turn have recommended that no grading or modification occur within the area unless a qualified scientist is present. The site contains a marine mammal shard and other fish and marine life forms, all dating back to the upper Pleocene Age (see background material).

IMPLEMENTATION MEASURES

As the City continues to develop, its remaining historic, archaeological and paleontological resources each face possible destruction. Unlike many other resources, these are unique and non-renewable. In order to protect such resources for the education and enjoyment of future generations, the City should consider both immediate and long-range measures to protect historic and prehistoric resources. Some of these could be developed and administered directly by the present city administration, others by advisory committees or commissions.

Immediate Conservation Programs. The modification and/or addition of specific environmental impact report requirements should be made. Present City and State guidelines are generally vague and, in certain cases, inadequate in dealing specifically with historic and prehistoric resources. Historic features are mentioned only three times in the State EIR guidelines. Two of the three references made are in connection with categorical exemptions. References to archaeological features are made only once each in the State and City guidelines, and these sections again refer only to various categorical exemptions. Neither set of EIR guidelines make any specific reference to paleontological features.

Under State guidelines, local cities retain the option to increase minimum requirements as to details that must be included in EIRs. It is generally recommended that the City's EIR guidelines be modified to include specific reference to historic, archaeological and paleontological resources. Such resources should be viewed as "non-renewable" and therefore require individual attention where likely to be impacted by development.

The following requirements should be added to the City's EIR guidelines with regard to historic, archaeological and paleontological features:

- All environmental impact reports should include a comprehensive, on-site survey to identify any possible historic, archaeological and paleontological features.

- All surveys should be conducted only by professionally qualified persons, i.e., those directly connected as consultants (privately or academically) with the respective fields of interest.
- The names or specific groups performing such surveys should be listed clearly in the report. (Not all professionals are competent in all three fields).
- Each subject (history, archaeology, and paleontology) should be dealt with separately in the report, with separate observations as to the artifacts and possible impact, and mitigation factors.
- Mitigation measures should be provided for prior to any development or land alteration (prior to the issuance of building or grading permits).
- Ample time should be allowed to conduct surveys and various mitigation measures prior to any land alteration. (At least 4 to 8 weeks is necessary, depending on the size of the prospective site).
- If any historic, archaeological or paleontological materials come to light during grading operations, construction should be temporarily halted and the corresponding qualified personnel should be allowed to investigate possible further existence of such materials.
- Intentional or unintentional destruction of historic, archaeological, or paleontological materials, without permit or clearance by the City, should be dealt with as a breach of ordinance and subject to the penalties and fines as set forth in the City's Municipal Code.
- All historic, archaeological and paleontological sites should be recorded with the City and with the proper corresponding institution.
- The failure to comply with any facet of these requirements should constitute sufficient grounds by which to revoke any grading or building permit and to temporarily suspend any operation otherwise being carried out in compliance with such permits.



Additional criteria and guidelines for the preparation of EIRs are available through the Orange County Archaeological Cooperative. The Orange County Archaeological Cooperative is also available as a professional interest group to review and advise the City on matters dealing with archaeological surveys and any findings reported in EIRs.

Two other immediate programs should be instituted in conjunction with amending the environmental review process. The first relates to additional studies and surveys being initiated on the part of the City. Throughout this Element, various statements have been made as to the limitations of the historic and archaeological surveys. The single most effective program, particularly related to archaeological and paleontological features, would be for the City to initiate additional intensive surveys of all land areas in the community in advance of any proposed development or redevelopment plans.

Such survey efforts could obviously provide additional objective information and strategies for the City in advance of development pressures. The costs of conducting such surveys in advance of any development plans would have to be weighed against the cost of doing the survey as part of the EIR process, at a time when development alternatives would be sorely limited.

In the case of the historic survey, it has been suggested that major efforts beyond this study should serve to concentrate on further review of historical literature, mission records, letters, and oral history accounts. The list of historic features included in the Historic/Archaeological Element is not intended to represent a complete or comprehensive listing of all possible historic features within the City. Further efforts must therefore be undertaken to establish such a list and, more importantly, to establish the means by which any possible feature of historic value can be preserved.

Immediate preservation programs should also include the establishment of a cultural heritage commission for the City. The commission would act in all matters dealing with the preservation and conservation of historical resources in the City. The commission would be empowered to designate areas or features of historic value and to act in such ways as would serve to protect historic resources from undesired damage or destruction. The commission should:

- Inspect and investigate any site, building or structure of potential historic value which it has reason to believe will be altered or demolished in the near future.
- Compile and maintain an official list of all such sites, buildings or structures which it may be of historical or cultural value.
- Act in cooperation with the local historical society, appropriate federal, state, and county agencies, other historical or cultural groups, interested local citizens and community groups, and individual property owners in compiling and maintaining such a list.
- Publish and transmit such list to all interested parties, and in particular, notify respective owners that their property has been included on the list. The commission would have the duty, further, to notify the property owner of any future action it intends to take with respect to the property.

- Delay any demolition, major alteration or removal of an officially designated site, building or structure of historic or cultural value for a specified period of time. During this period of time the commission would be empowered to solicit interested groups or individuals to seek uses or sympathetic purchasers for the property in question. (The commission, in and for itself, would have no power or right to acquire any property, nor acquire or hold any money by which to purchase any property.)
- File for recordation with the National Register and with the State, any site, building or structure of particular historic value.
- Promote the development of further cultural opportunities with the City.

The prospective ordinance outlining the duties and powers of the cultural heritage commission should include, by reference, the official list of historic sites, buildings or structures adopted by the commission. The sites and structures from the list could be designated individually or in some cases, combined into an historical district. The Los Rios or "Little Hollywood" area would be one possible example. Obviously, care must be taken in the specific design of the ordinance so as not to duplicate the powers and duties of other commissions concerned with the uses or features in overlapping districts. The ordinance should neither repeal nor restrict existing ordinances but further define and supplement these.

As indicated above, the commission would have no direct power to acquire historic properties nor to collect any monies by which to purchase any property. It is therefore important to consider the creation also of a non-profit corporation which would be expressly authorized to solicit and accept contributions and gifts of real or personal property as a means of acquiring historic features. The monies collected by the corporation could also be used to restore and maintain such properties, and otherwise preserve various local features of historic value. The City, at some future time, may wish to consider the development of a cultural center or museum for exhibiting local historic, archaeological and paleontological materials. The corporation could be instrumental in acquiring the funds and donations necessary to construct, operate and maintain such a center.

Beyond any immediate actions by the City to revise EIR requirements and establish a cultural heritage commission and non-profit corporation, one other immediate action may be necessary under the overall program to protect historic and cultural features. As there may be some delay in establishing a cultural heritage commission and further, some delay in establishing an official list of historic features by the commission, it is recommended that the City Council take the necessary action to immediately suspend any permit for the demolition, alteration or removal of those historic features listed in this Element. Similarly, any development plans for areas such as the Los Rios area should be

suspended from approval until adequate time may elapse for the creation of the commission. The commission may similarly be empowered, through an emergency ordinance, to suspend certain actions until plans and official lists are in order.

Long-Range Programs. With the creation of a cultural heritage commission (and non-profit corporation), much of the long-range planning will center around the identification, acquisition, restoration and maintenance of historic features within the community. Longer range programs will thus, to a large degree, be established and carried out by the commission. The commission may serve to oversee the development of specific, detailed plans in historical districts. Other elements of the City's general plan call for such specific plans for the Los Rios and central Mission District. The cultural heritage commission should be involved in these planning efforts.

It has already been suggested that the City may wish to establish a cultural center or museum for exhibiting local historic, archaeological and paleontological material. The Parks and Recreation Element has recommended that such a facility be included within an historical park in the Los Rios area. The non-profit corporation (or cultural heritage foundation) could serve directly in obtaining contributions by which to construct, operate and maintain such a facility. Funds for the center and other historic properties can come from a variety of sources: admission fees, governmental appropriations (Federal and State), privately financed endowments, donations, and the operation of concessions at various sites. The National Trust for Historic Preservation and the California Historical Society both supply matching funds for historic preservation.

Under longer range programs, it may also become attractive for the City to consider utilizing certain tax exemptions as a means of stimulating and supporting historic preservation activity. Through the use of such exemptions, the City would act to encourage private expenditures for otherwise costly restoration and maintenance operations. Local city, county and school district taxes might be reduced by an amount equal to a documented amount expended for restoration, preservation and maintenance expenses each year on property of historic value. Such proposals would require the cooperation of the county and school district and the formulation of a special zone or other means for designating and controlling property for historical purposes. Such restrictions would also likely be tied to a minimum time period. Other forms of tax relief could be gained from leaseback arrangements, where property is deeded to the City or a non-profit corporation with restrictions as to ultimate use, maintenance and alterations.

7. SEISMIC SAFETY ELEMENT

It is the general objective of the City to reduce loss of life, injuries, damage to property, and economic and social dislocations resulting from future earthquake activity.



INTRODUCTION

The historic losses in Southern California due to earthquakes have been small; in fact, much smaller than people in other areas of the world are willing to accept almost routinely from hurricanes, tornadoes, floods or other natural disasters. It is a known fact that the potential for severe earthquake damage does exist, and that jurisdictional authorities should provide some security against that hazard.

As a result of legislation recommended by the Joint Committee on Seismic Safety of the California Legislature and enacted in 1971, a seismic safety element is required as part of general plans of general law cities, counties and charter cities. Section 65302(f) of the Government Code, relating to general plans, requires:

A seismic safety element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, or to the effects of seismically induced waves such as tsunamis and seiches.

The seismic safety element shall also include an appraisal of mud slides, land slides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface ruptures from faulting, ground shaking, ground failure and seismically induced waves.

The effect of this section is to require cities and counties to take seismic hazards into account in their planning programs. All seismic hazards need to be considered, even though only ground and water effects are given as specific examples. The basic objective is to reduce loss of life, injuries, damage to property, and economic and social dislocations.

As outlined in the Council On Intergovernmental Relations' report "Guidelines for Local General Plans, State of California," dated September 20, 1973, the major components of a seismic safety element may include:

- A general policy statement regarding seismic hazards.
- The identification, delineation and evaluation of natural seismic hazards.
- The consideration of existing structural hazards.
- An evaluation of disaster planning programs.
- The determination of specific land use standards related to the level of hazard and risk.

The seismic investigations and analyses presented in the background material provide the appropriate geotechnical inputs for the second and fifth components above. The Geotechnical Land Use Capabilities Map in this Element shows the expected level of hazard and risk as part of the fifth component. The remaining components—one, three and four—will require further governmental and public action, or are beyond the scope of the present geologic/seismic study. Development, or more appropriately, the implementation of the seismic safety element, per the State guidelines, will require the joint efforts of both the public as well as private sectors based on additional detailed data,

analyses and surveys. Suggested outlines and procedures are, however, included in this Element regarding applicable disaster planning programs. There is also inventory and analysis of existing structural hazards. Most importantly, due to the growing nature of the community, the nature and extent of potential geologic/seismic hazards have been inventoried and evaluated in relation to possible future land uses.

An approach which focuses on the potential adverse impacts of natural hazards has been used in the development of other related elements of the General Plan, namely the Land Use, Housing, Open Space, Circulation and Public Safety Elements. The geotechnical investigations of this Seismic Element and various adopted policies from the Citizens' Policy Plan have been combined into a set of land use policies related to various geologic and seismic constraints within the local community.

RELATIONSHIP TO OTHER ELEMENTS

The Seismic Element contributes information and recommendations concerning the comparative safety of utilizing lands for various purposes, for developing various types of structures on the land, and for appropriate occupancies in particular areas. It provides primary policy inputs to the Land Use, Housing, Open Space, Circulation and Public Safety Elements.

Each of the recommended land use options indicated in the table on page 111 provides guidelines for possible future development within given areas of the community. (See also the Geologic/Seismic Survey Map included in this Element). Major high risk areas have been designated for open space use. Other moderate to high risk areas in the hillside portions of the City have been recommended for low density residential use. Major highways and utility systems, as proposed by the circulation and public facilities elements, have generally been aligned in such a manner as to avoid (where possible) certain high risk areas such as landslides, faults, etc. Where any proposed major highway or utility system may, of necessity, enter or cross a hazardous natural feature, detailed geotechnical investigations would be required (from the Table) prior to development. The investigations would include specific recommendations as to general engineering and structural requirements, as well as possible detailing alternative alignments. Various alternative emergency and evacuation routes have been studied by way of the Circulation and Public Safety Elements.

In addition to the land use factors above, the Seismic Element background material also includes various design criteria in relation to a structure's ability to resist the effects of ground shaking. Probable ground acceleration values and the estimated duration of strong ground shaking for the community are given in the background material.

Site selection and design criteria for emergency and critical-use facilities have also been reviewed and various recommendations included in the implementation section to follow. It has generally been recommended that emergency and critical-use facilities (hospitals, schools, etc.) be prohibited in all high risk areas.

SUMMARY OF FINDINGS

Principal conclusions, from a geotechnical standpoint, are summarized in the following paragraphs and on the Geotechnical Land use Capabilities Map included with this Element.

Earthquake Shaking. The most widespread effect to the local community from a future earthquake will occur in the form of ground shaking. Structures at such time will be required to withstand estimated maximum ground accelerations of between 0.1g and 1.4g, depending on the location and underlying geologic formation of a given area and the magnitude of the maximum probable earthquake assigned to various active faults (as indicated in the detailed seismic safety element). The maximum ground accelerations generally applicable to the hillside areas underlain by bedrock are expected to range from about 0.10g to 0.24g. The maximum ground acceleration values primarily applicable to the areas designated as alluvium (creek bottoms) and terrace deposits, are expected to range from about 0.20g to 0.40g. (g = acceleration of gravity at sea level.)

The predominant period of shaking within areas underlain by bedrock is expected to be on the order of 0.3 to 0.5 seconds. Because of damping effects, the predominant periods of motion within areas of the City underlain by deep alluvium may be somewhat higher than those underlain with bedrock.

Earthquake shaking potential within the area of the City is considered to be moderate. The majority of new structures, particularly those that conform to the forthcoming revised edition of the Uniform Building Code, would be anticipated to survive such ground shaking with little or no structural damage.

The possibility does exist, however, that particular older structures may suffer major damage or collapse if inadequately constructed or not designed to withstand such shaking forces. Unreinforced stone and adobe block construction may pose particular problems in older sections of the community. Construction of this type is generally heavy and brittle, and highly susceptible to failure when subjected to moderate ground shaking.

Landslides. Because of inherently weak bedrock underlying the hillside terrain of the area, landslides are one of the most prominent features in San Juan Capistrano. The Urban Geology Master Plan for California gives a portion of the San Juan Capistrano area the highest rating possible in terms of the number of slides per unit area. The bedrock slides which cover an extensive portion of the hillside areas of the City are mainly of the "block-glide" type where the failure surface (surface of sliding) is a plane rather than a curved surface.

The large number of existing landslides in San Juan Capistrano indicate that many, if not most, of the hillsides in this area are only marginally stable. One of the natural events that could trigger the reactivation of existing landslides or the generation of new landslides in the area would be local ground shaking as a result of a distant earthquake. Although occurrence of such phenomenon is well documented in many places throughout California, it is not known if any of the existing landslides in the San Juan area were initiated by this means. Nevertheless, it would be possible for a future strong earthquake to cause a number of landslides in the San Juan Capistrano area, particularly in any hillside areas disturbed by human activities such as grading or the construction of roads, residences, and even the cumulative effects of ground saturation from lawn waterings.

In the San Juan Capistrano area, the principal natural trigger or immediate cause of landsliding in the marginally stable hillsides will most likely be due to climate; that is, intensive rains resulting in saturated bedrock and increased stream erosion which tends to remove supporting material from the base of hillsides. Weathering of sedimentary rock is also closely related to moisture and hence, climatic conditions. Weathering, as such, is a gradual process resulting in decreased rock strength, and commonly is most operative in highly fractured bedrock.

Particular attention should be paid to the natural slope stability of any hillside area being considered for development. The generally high potential for slope failure indicates that extensive buttressing, grading, special planting and drainage control provisions may preclude development in hillside areas.

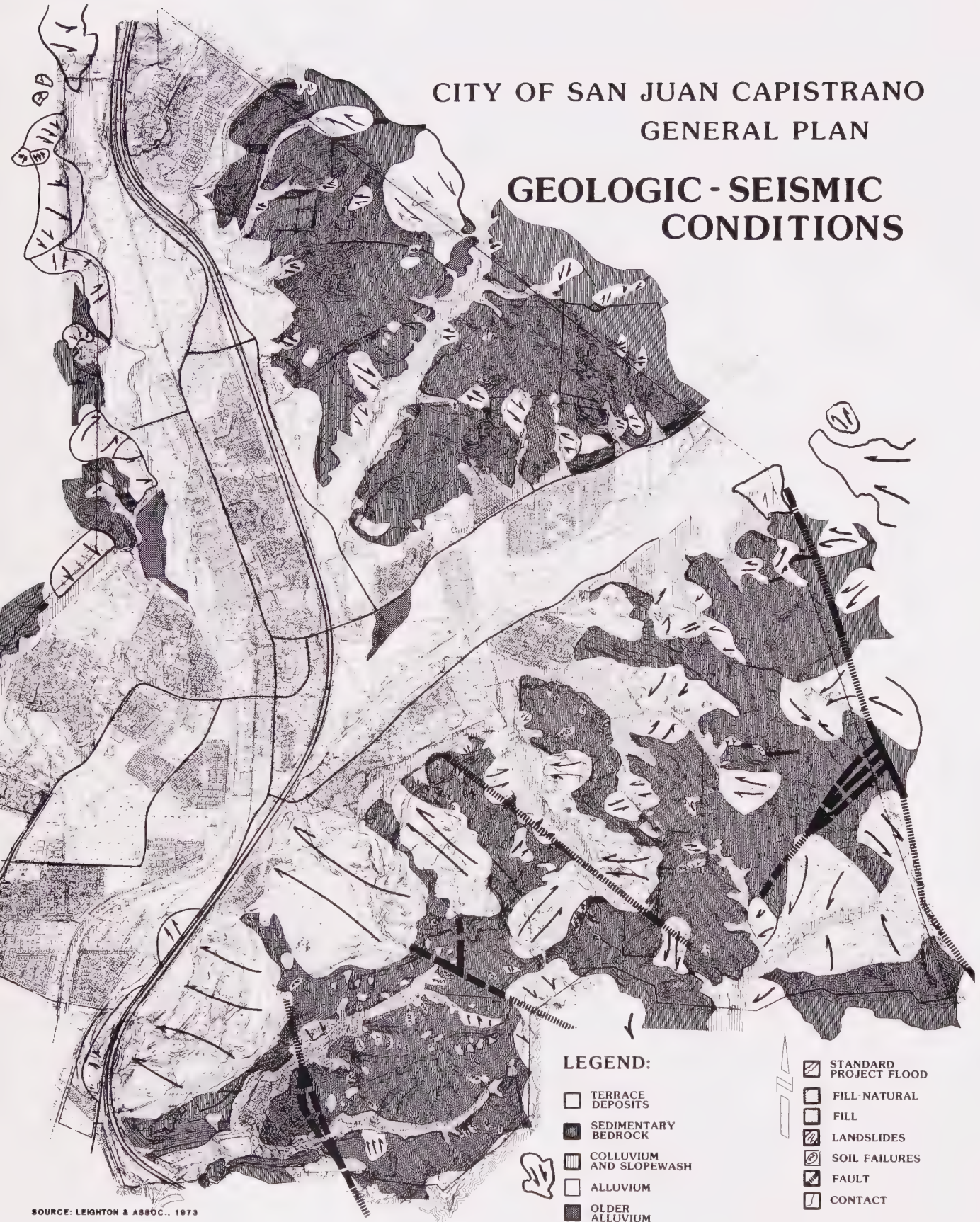
Man-made disturbances to the upper portions of the Forster, Orange County Dump and Krum Ranch slides should be held to a minimum. It is recommended that these areas remain undeveloped unless detailed investigations and analyses indicate that they can be developed safely.

Fault Displacement. Known local faults of significance are rather sparsely distributed in the general San Juan area and are particularly few within the corporate limits of the City (see Geologic/Seismic Survey Map). Most appear related to the Cristianitos Fault System which extends some 3 to 4 miles east of the City of San Juan Capistrano. Reports published by the California Division of Mines and Geology and the U.S. Geological Survey indicate that the faults of this system are considered "inactive" and are not anticipated to be associated with local future earthquake activity. Ground rupture due to faulting is therefore not anticipated in the San Juan Capistrano area.

In the unlikely event that an active fault is determined to exist in the San Juan Capistrano area, no portion of any habitable structure should be built across the fault and the area within 50 feet on either side of the fault should be assumed to contain active branches of the fault until proven otherwise.

CITY OF SAN JUAN CAPISTRANO GENERAL PLAN

GEOLOGIC - SEISMIC CONDITIONS



SOURCE: LEIGHTON & ASSOC., 1973

TERRAIN TYPE	EARTH MATERIAL GROUP OR HAZARD AREA	BEDROCK OR SOIL TYPE	MAP SYMBOL	GEOTECHNICAL CONSIDERATIONS	LAND USE OPTIONS/DEVELOPMENT FEASIBILITY	GEOTECHNICAL INVESTIGATION ^a PRIOR TO DEVELOPMENT			
						SOILS	GEOLOGIC	SEISMIC	FLOOD
VALLEY	Recent and Older Alluvium	Geologically recent unconsolidated to slightly consolidated stream deposits. Major valley bottoms and present stream channels.		Highly variable soils characteristics. Locally expansive and subject to potential groundwater problems, flood hazards and seismic liquefaction. Local sources of sand and gravel.	Multi-land use capabilities where flood and seismic considerations are provided for by engineering studies and design. Areas subject to flooding are suitable for open space.	×		×	×
	Fill Natural	Relatively thin layer of artificially placed earth material occurring over natural earth material, principally alluvium.		Fill similar to a natural soil in general nature but with variable composition, thickness and mechanical properties. Subject to potential flooding and possible seismic shaking effects in some areas. Soils reports generally on file.	Soil conditions generally compatible with single or multi-story structures. Land use options determined by individual site conditions and engineering studies.			×	×
	Standard Project Flood	Flood to be expected from most severe combination of meteorological and hydrologic conditions considered characteristic of area.		Area potentially susceptible to inundation, subject to ground water fluctuations.	Not suitable for permanent structures without flood protection devices. Some areas suitable for single-family residential use subject to recommended reports.			×	×
HILLSIDE	Alluvium	Recent alluvial deposits confined to Horns Creek drainage within map area.		Variable soils. Local expansion, groundwater and potential seismic liquefaction problem. Subject to floods and mudflows.	Suited for open space, park, recreational, agricultural uses. Permanent structures feasible in some areas based on recommended reports.	×	×	×	×
	Colluvium (and/or Slopewash)	Thick, generally fine grained and clayey soils flanking areas of moderate to steep topography and in secondary drainage channels.		Generally expansive soils, subject to creep where located on hill slopes. Generally unsuitable for foundation support without reprocessing.	Because of restricted and patchy areal distribution land use options largely governed by surrounding terrain conditions.	×	×		×
	Terrace Deposits	Generally, thin, alluvial deposits on older, elevated erosion surfaces.		Topographically favorable for development, perched groundwater conditions common near contact with SR. Weathers to locally expansive soil, susceptible to accelerated erosion and sedimentation.	Larger areas of this unit well-suited for low and medium density residential use, schools and other public facilities based on recommended reports.	×	×		
	Sedimentary Bedrock	Primarily massive, poorly bedded silts to sh. locally interbedded sandstone, local beds of siliceous or diatomaceous siltstone common, clay seams present locally parallel to bedding, jointing and shear surfaces, locally cross bedded.		Weak rock, highly susceptible to massive failure and accelerated erosion and sedimentation, especially in areas of steep topography and active stream erosion. Weathers to a clayey soil subject to expansion and creep.	Partially developable, in areas of broader ridge crests and hilltops, for low density residential use, subject to recommended reports. Generally not suited to large conventional cut and fill type residential developments. Best suited for open space, recreational and agricultural uses.	×	×		
	Soil Failures	Areas of steep topography where surface soils have failed by slumping or flowage. Only larger failures shown.		Very numerous on steep slopes. Generally thin, but subject to additional movement during wet periods. Potential mudflow source.	Generally steep terrain precludes development at present. Where numerous, an agricultural or open space use is advisable.	×	×		
	Landslides	Areas where bedrock material has failed by mass movement. Larger slides up to several hundred feet thick. Gentle to steep slopes.		Of varying age and degree of stability, most are subject to additional movement. Some smaller slides possibly amenable to stabilization techniques or removal.	Not suited for development or permanent structures, unless proven geotechnically feasible. Best suited for open space, recreational or agricultural uses.	×	×		
	Faults	Approximate location of known bedrock faults.		Probably inactive, sympathetic movement related to area-wide ground shaking unlikely, but possible.	General area developable, subject to other constraints. No habitable structures should be built on trace of faults, subject to recommended reports.	×	×	×	
	Fill	Relatively thick bodies of artificially placed earth material, principally as freeway on bankment and canyon fills in residential subdivisions.		Similar in general nature to a natural soil, variable composition, thickness and mechanical properties. Soils engineering reports generally on file.	General area developed or under development. Land use pattern and options determined by existing development and general site conditions.				

Liquefaction, Lurching and Differential Compaction. Potential ground failure may occur in certain areas of the City as a result of a future moderate or major earthquake. Ground shaking during an earthquake tends to compact loose deposits of cohesionless soils. If the soils are saturated with water, the compaction will result in an increase in the pore-water pressure of the soil. With the increased pore-water pressure, the water within the soil will tend to flow upward and may turn the soil deposit into "quicksand" due to loss of shear strength. Flow to the ground surface may be manifested by sand boils and a gradual sinking or differential settlement of overlying structures. Liquefaction of deeper strata may be manifested by ground cracking and lurching. Lurching is the inelastic deformation of the ground surface due to a loss of strength in underlying strata.

Due to the fine-grained sediments and the presence of groundwater in the alluvial areas of the City, these areas in particular indicate a moderate to high liquefaction potential. The alluvium within San Juan Creek is reported to consist of unconsolidated sand, gravel, silt, and clay having an average thickness on the order of 100 feet. The depth to ground water is reported to be generally less than 40 feet within San Juan Creek upstream of its confluence with Arroyo Trabuco and generally less than 20 feet deep downstream. Therefore, liquefaction potential is considered to be high within the alluvial areas of San Juan Creek downstream of its confluence with Arroyo Trabuco, and liquefaction potential is considered to be moderate within the alluvial areas of San Juan Creek upstream of its confluence with Arroyo Trabuco. It is reported that the depth to ground water is on the order of 40 to 80 feet within Arroyo Trabuco. The liquefaction potential of the alluvial soils within Arroyo Trabuco is generally considered to be low.

Local areas of perched ground water may exist within Arroyo Trabuco. In such areas the liquefaction potential may be moderate to high. Liquefaction potential within the terrace deposits is generally considered to be low.



Groundwater Problems. Potential ground failures (liquefaction, etc.) related to the presence of shallow groundwater and cohesionless soil during an earthquake has been discussed previously. One other potential problem was analyzed with regard to groundwater in the San Juan Capistrano area—that being areal subsidence. Due to loose and soft soil materials (such as soft, compressible silts and clays) existing at or near the ground surface, various local areas could experience mass settlement from surface loading or groundwater withdrawal. Because of the very restricted rate of present groundwater withdrawal, and ensuing plans for the managed control of local groundwater supplies, areal subsidence due to groundwater withdrawal is not anticipated to be a problem.

Tsunamis and Seiches. It is not possible to predict the likelihood or magnitude of a major tsunami (i.e., a seismically induced sea wave). The San Juan Capistrano area is afforded natural protection due to its distance inland from the coast. The most southerly boundary of the City is located some 0.6 miles inland. At this point, the lowest elevation which is within San Juan Creek is on the order of 25 feet above mean sea level. As a result, the potential tsunami hazard for San Juan Capistrano is considered to be very low.

Seiches, i.e., the oscillation of bodies of water within a lake or large reservoir due to earthquake activity, is not considered to be a problem in the City. The nature and location of existing reservoirs and small lakes within the City were generally reviewed in making this determination.

Erosion. Erosion (including soil failures) is a potentially severe problem in numerous locations throughout the hillside portions of the City. Several factors working in combination with one another are responsible for this condition (see background material for this Element).

Upon development of various portions of the hillsides, the natural erosion problems can be heightened unless special care and treatment is utilized. Common problems most often arise from the removal of stabilizing plant and tree cover or surface grading into easily eroded underlying materials. Less obvious problems can also be created by grading practices which raise groundwater levels and, in turn, dissolve natural soil cementing agents. Several land-planning and construction practices can be used to reduce erosion and sedimentation, including:

- The utilization of sites best suited for development. Sites with steeply sloping topography, highly erosive materials, or within natural drainage channels should be avoided entirely or limited to least intensive use. Structures and other facilities could be clustered in more gently sloping portions or areas more favorable to development.
- Minimization of grading. Blending developments in such a way as to follow the natural contours within hillside areas and retaining various existing plant material as a means of stabilizing surface soils.

- Leaving exposed or graded soil bare for as short a time as possible (particularly during winter months); phasing development in large tracts so as to minimize exposure time. In some instances, areas should be covered with mulch or planted if they must be left graded or undeveloped for a considerable time.
- Controlling run-off during and after construction. This requires planning and constructing such erosion controls as terraces, drains, berms, storm sewers, and channels prior to the start of grading.
- Detaining run-off on the site. Constructing sediment basins onsite to prevent the loss of materials.

Expansive Soils. Expansive clay soils are widespread throughout the City and occur locally as a soil mantle derived from the weathering of expansive clayey bedrock in the hillside areas, within deposits of colluvium in the hillside areas, and as a clay topsoil referred to as the "Montezuma Clay Adobe" that is concentrated in and around the developed areas of the City. The problems resulting from expansive soils can be controlled by proper engineering and construction practices. The presence or absence of expansive soils is therefore not considered a critical factor in overall land planning. What is critical is to ensure that appropriate soils and structural engineers are employed prior to development to evaluate such problems and to provide proper design recommendations for the individual structures being proposed.

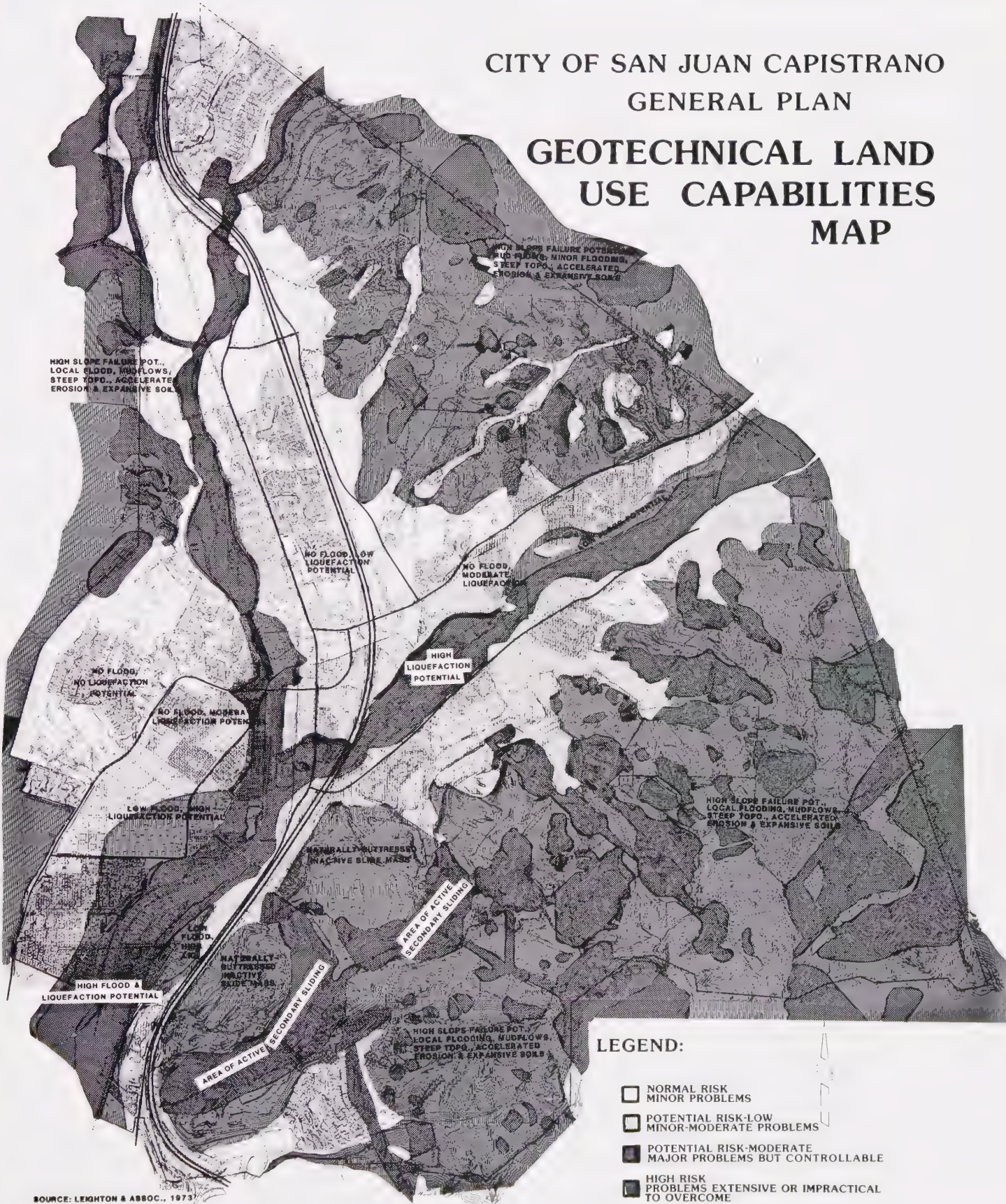
Geotechnical Land Use Capabilities Map. In combination with the previous geotechnical considerations, the Geotechnical Land Use Capabilities Map summarizes graphically the expected level of hazard or risk throughout developed and undeveloped sections of the City. In general, constraints and risks are more numerous and severe in the hillsides than in the valley portions of the City. The hillside areas indicate moderate to major risks due to such natural features as landslides, faults, soil failures, steep slopes, local flooding, mudflows, eroded slopes, and expansive soils. The moderate to high risk areas within the valley portions are related to other hazards such as flooding and potential soil liquefaction.

A low intensity land use is indicated to be that most suitable for the hillside portions of the City. Valley areas not subject to flooding or severely restricted by other local geotechnical constraints, could support higher intensity development with relatively little risk.

Considering the generally high seismicity of the southern California region and the current "state-of-the-art" with regard to estimating or predicting earthquake activity, it is suggested that a conservative approach be adopted with respect to the location of certain types of uses and facilities. Critical-use facilities (i.e., hospitals, schools, etc.) should not be located directly athwart a fault trace, even though the fault may be classified as inactive. Habitable structures planned for development on or close to a fault trace should be constructed only upon detailed investigation and recommendation as to potential fault activity.

CITY OF SAN JUAN CAPISTRANO GENERAL PLAN

GEOTECHNICAL LAND USE CAPABILITIES MAP



SOURCE: LEIGHTON & ASSOC., 1973

Relationship to Existing and Future Uses. The overall objective of the Seismic Safety Element is to reduce loss of life, injuries, damage to property, and economic and social dislocations resulting from future earthquake activity. Within the framework of the General Plan, this necessarily includes the establishment of varying restrictions on the types of uses and structures to be developed in a given area and programs for the possible modification or removal of existing uses and structures in hazardous areas. This would include consideration of various public support systems and utilities as may exist or as recommended for development under the General Plan.

The Geotechnical Land Use Capabilities Map indicates four varying levels or degrees of risk related to both geologic and seismic conditions throughout the developed and undeveloped areas of the City. In several areas, the risks are considered "normal" or "low" and as such, may be overcome through more common engineering and construction designs. These same areas have the greatest number of land use options from a geotechnical standpoint. The primary risk within "low" risk areas is related to potential groundwater problems—in particular, soil liquefaction.

Moderate to major risks exist primarily in the hillside portions of the City. These relate to the combination of various natural features that are prevalent throughout the hillside areas, including landslides, faults, soil failures, steep topography, local flooding, mudflows, eroded slopes and expansive soils. Land development under such conditions will generally require major alterations to the natural landscape, including extensive buttressing, mass grading, special plantings and drainage control provisions. All such engineering requirements would be geotechnically possible and serve to reduce the majority of risks to an acceptable level. It is generally concluded, however, that a low intensity land use would be the most suitable use for the hillside portions of the City. Further, adopted policies as set forth in the Citizen's Policy Plan state that potentially hazardous areas should be restricted from development beyond various open space uses. Other related policies from the Citizen's Policy Plan call for the preservation of hillside areas in as natural a state as possible so as to minimize potential risks and mass grading or alteration of the natural landscape.

The table on page 111 presents various geotechnical considerations and recommendations that have been utilized in the preparation of the City's general plan. In summary form, the table provides certain direct correlations between the types of earth materials located within the community, specific geotechnical considerations and constraints involved, and various recommended land use options most suitable in light of such constraints.

The table also includes recommendations as to various detailed geotechnical investigations that should be prepared prior to any development in specific areas of the City.

The following specific policies and criteria are recommended in light of both the geotechnical investigations and related policies contained in the Citizen's Policy Plan:

- Low intensity land uses (either low density residential or open space uses) are recommended as the most suitable uses for the hillside portions of the City.
- Major high risk areas, particularly within the hillsides, are recommended for permanent open space use.
- Especially steep terrain in the hillside areas is also recommended for permanent open space use. Residential and other open space facilities may best be concentrated on more gently sloping portions of the hillsides.
- Valley areas not subject to flooding or severely restricted by other local geotechnical constraints, such as soil liquefaction, should support higher intensity uses.
- Primary areas subject to flooding are recommended for permanent open space use.
- Emergency and critical-use facilities (hospitals, schools, etc.) should be restricted from all high risk areas.
- No emergency or critical-use facility should be located directly athwart a fault trace. Habitable structures planned for development on or close to a fault trace should be constructed only upon detailed investigation and recommendation as to potential fault activity.
- Consistent with the recommendations set forth in the Table on page 111, no development should proceed until detailed geotechnical investigations and recommendations are completed concerning potential soils, geologic, seismic, and/or flood hazards.



IMPLEMENTATION MEASURES

Each of the recommended land use options from the table on page 111 and the various policies and criteria contained in the previous section provide direction to possible future development within given areas of the City. Each have been upheld as policies and criteria in the development of other General Plan Elements, namely the Land Use, Housing, Open Space, Circulation and Public Safety Elements. In addition to the measures listed previously, several other major policies and programs are suggested by the following as means to carry out the objectives of the Seismic Safety Element.

Future Development Regulations. It is generally anticipated that the forthcoming revised edition of the Uniform Building Code will provide a satisfactory basis for the design of most structures, especially regarding potential local ground shaking from a distant earthquake. This should not eliminate, however, the requirement that a specific site be analyzed in detail for potential seismic-response activity prior to development. This Element is not intended to be of sufficient detail or of any specific numerical risk description for use in the design and construction of individual structures. Rather, it should be used as a guide for general land use planning and for detailed site investigations (per the table) that should be required prior to the development of specific areas.

Detailed field and laboratory testing should be provided to establish the survivability design and engineering requirements for individual building types and use and occupancy. Future site studies for emergency and critical use facilities should require particular attention. Such facilities and uses would include:

- Hospitals, and other medical facilities having surgery or emergency treatment provisions.
- Fire and police facilities and designated civilian emergency centers (i.e., disaster communication and control centers).
- Power generation systems and distribution centers.
- Transportation arteries and major terminals or facilities.
- Water reservoirs, dams and supply facilities.
- Waste disposal systems and processing facilities.
- Transport systems such as oil and gas pipelines.
- Certain extraordinarily hazardous facilities, systems, or storage areas.
- Schools accommodating any grade through the 12th grade.
- Municipal governmental centers and facilities.
- Public and semi-public facilities accommodating large assemblies of people.
- Other structures and uses as determined by the Planning Commission or City Council.

The detailed studies referred to for the above-listed structures and uses should include, but not necessarily be limited to, the following considerations:

- Site-detailed geologic mapping and boring to determine that surface faulting and ground breakage has not occurred and is unlikely to occur in the future. Trenching is not an acceptable method for determining geologic conditions because of its adverse environmental effects.
- Adequate boring and field and laboratory testing to determine accurately the subsurface profile and the static/dynamic properties of soil and rock materials.
- Detailed studies to determine the potential character of ground motions at the individual site, and to derive response spectra for all important causative faults.
- Calculation of design response spectra, based on repetition and on structural properties (damping and ductility).
- Careful dynamic design of a cohesive structure, each element of which works as an associated part of the entire structural system.
- Thorough study of the ways in which the structure might disassemble if it were to fail, and inclusion of redundant backup features to control disassembly so that outright collapse cannot occur.
- Design of anchorage and bracing for all critical in-structure systems (i.e., emergency power, heat, light, oxygen supplies, etc.), based on factors derived from dynamic analyses, providing generous and conservative safety factors; manufactured equipment and appurtenances should likewise be designed.
- Selection of architectural details and fixtures that aid structural response and will not be hazardous.
- Thorough inspection of construction to ensure that designs are complied with, including a written certification by the contractor that all work has been done in strict accordance with plans and specifications.
- Periodic inspection of all structures and systems to determine that no detrimental modifications have been made, and that proper maintenance has been provided.

Building Inspection Programs. As related in the introductory section, a detailed field inspection of existing structures to determine potential existing hazards was beyond the scope of the geologic/seismic study. Such investigations would, therefore, require further governmental or public action.

The object of such a building inspection effort in a seismic safety program is ultimately to provide for the orderly abatement of structural hazards within the community, consistent with the degree of earthquake risk the community is willing to accept. Structural hazards would, therefore, be abated in accordance with acceptable public policy, and would likely include a ranking of priorities reflecting the relative risk posed by, and the public need for, various types of structures and uses. At one extreme, the City could choose to do nothing to strengthen existing hazardous buildings. Such a course of action would be successful only under the improbable situation that no intense earthquakes would occur during the future life of the buildings in question. At the other extreme,

the City could order the wholesale demolition or strengthening of otherwise valuable structures. This would be a prudent course only under the equally improbable situation that an intense earthquake would strike the City in the near future. Complete inaction, then, could prove disastrous. Likewise, a sweeping order to immediately demolish or strengthen all older buildings would create economic and social hardships. The goal, therefore, appears to be to devise a reasonable middle course that can be followed by the citizens and public officials of the City. (Further discussions related to possible building inspection programs are included in the background material for the Seismic Safety Element).

Emergency and Post-Earthquake Programs. Each major earthquake has resulted in a different set of circumstances which materially affected the procedures for safety and rehabilitation. Circumstances such as time of occurrence, severity of damage, threat of fire, and number of people and/or buildings affected have profound effects on the type of plan and what agencies may become involved.

The Federal Office of Emergency Preparedness (OEP) is an agency charged with the overall responsibility of organized disaster relief. It is likely that that agency would become involved in most future strong earthquakes causing widespread damage. Other agencies, such as NOAA and the California Division of Mines, would be very active in assembling information and publishing reports on California earthquakes.

A plan of action for emergency and post-earthquake operations should, however, be developed by the City to serve in conjunction with the Cities Disaster Agreement between San Juan Capistrano, its neighboring cities, and the County of Orange. A disaster plan would:

- Provide a basis for the conduct and coordination of operations and the management of critical resources during emergencies;
- Establish a mutual understanding of the authority, responsibilities, functions, and operations of civil government during emergencies;
- Provide a basis for incorporating into the City emergency organization non-governmental agencies and organizations having resources necessary to meet foreseeable emergency requirements.

Soils Subsidence Protection Program. Another land use mitigation measure which can be employed with regard to moderate to high risk areas in hillside portions of the City, is a regulatory program requiring developers in those areas to maintain soil subsidence insurance, or an alternate form of security at the City's option, for the purpose of protecting future property owners in those areas from damages arising from soil subsidence. A regulatory program should therefore be developed by the City, consisting of potential zoning, subdivision, and building permit requirements, which would require a developer to participate in an insurance program, or some other form of equally effective security, for the purpose of protecting the property owners from soils damage in moderate to high risk areas.

(Preceding paragraph added per General Plan Amendment 86-2A).

8. NOISE ELEMENT

It is the general intent of the City to regulate and control unnecessary, excessive and annoying sounds emanating from uses and activities within the City, and to prohibit such sounds as are detrimental to the public health, welfare and safety of its residents.



INTRODUCTION

Although there exists some controversy concerning the rate of growth of noise levels in urban areas (primarily due to a lack of substantiated trend data), there is general agreement that the average urban noise levels are continuing to climb and now constitute a serious detraction from the quality of life in many cities. In California, highway traffic noise is generally recognized as the most predominant and widespread source of urban noise. It has tended toward a major source of noise due to (1) increased vehicular size and quantity, (2) greater concentrations of traffic on major highway routes, and (3) increased residential and commercial needs of growing populations. For most people, the unusual consequences of noise are associated with an interference with speech and other communication, a distraction at home and on the job, the disturbance of rest and sleep, and the disruption of various recreational pursuits. All of the foregoing are considered components of the quality of life. Beyond the level of such inconveniences or disruptions, extreme and prolonged noise levels can cause hearing loss (either temporary or permanent), aural pain, nausea, loss of muscular control, and blurring of vision. The effects of noise are therefore, widespread and include both psychological and sociological effects as well as physiological effects.

California State law requires that a noise element be included as part of all city and county general plans. Specifically, Government Code Section 65302(g) requires:

“A noise element in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include but are not limited to the following:

Highways and freeways; ground rapid transit systems; ground facilities associated with all airports operating under a permit from the State Department of Aeronautics.”

The purpose of this Element is to identify noise levels associated with all existing and proposed major highways, freeways, and other transportation related sources, which may produce noise harmful to the health and welfare of the community.

RELATIONSHIP TO OTHER ELEMENTS

This Noise Element is closely related to both the Housing and Land Use Elements in that noise effects the desirability and marketability of residential structures in certain areas of the community. It is also directly related to the Circulation Element in that the general design and location of transportation facilities most directly influence the distribution and intensity of the major sources of noise. The Noise Element is also related to the Open Space Element and the potential enjoyment of quiet recreational pursuits as part of open space uses. Conversely, open space can be employed to buffer noise sources from other sensitive uses through distance and the extensive use of landscape materials.

The Noise Element identifies the impacts of noise in various areas of the community related to major existing and proposed transportation facilities. The areas and uses most effected by transportation-related noise are those bordering the San Diego Freeway and, to a lesser degree, those adjacent to the major arterials (e.g., Ortega Highway, Alipaz and Camino Capistrano). The noise contour maps submitted separately to the City indicate the general extent of existing and projected noise levels in relation to each transportation facility.

The reduction of either existing or projected noise levels related to transportation facilities may generally occur in one or all of three different ways: 1) through abatement measures aimed at the noise source (including the vehicle and/or pathway producing noise); 2) through abatement measures dealing with spaces or areas between the source of noise and the receiver; and 3) through abatement measures dealing with factors at the point of the receiver. These are generally reviewed in the implementation section to follow and in the background material submitted separately to the City.

SUMMARY OF FINDINGS

An intensive study by Wiley Laboratories was carried out in order to provide background material for this Element. That report contains details of CNEL and dBA measurements and discusses the relationship between them. Based upon the study efforts carried out in compliance with existing State law, it has been determined that the majority of residential areas in the City may be categorized as “quiet to normal suburban” in spite of the very strong influence of the San Diego Freeway which passes through the City. It is the freeway which dominates the ambient or residual noise levels over most of the community during the nighttime hours and over many locations as well during the daytime hours. This is anticipated to hold true in future years.

The single most important dominant source of intrusive noise in the community is truck traffic on the San Diego Freeway and other major thoroughfares. Also, throughout the community, a great deal of noise related to building construction activities is evident. There are no significant fixed noise sources or industrial noise producing activities of consequence. The bulk of existing industrial uses within the City are considered of a “light” industrial type.

Operational activities along the north-south segment of the AT & SF railroad line, also constitutes a recurring source of intrusive noise within the community. Locomotives drawing both passenger and freight cars pass through the City on the average of 74 times a week. The bulk of railway traffic occurs during the daytime hours; however, nearly one-third of the weekly train trips are made during the evening and early morning hours.

The limited, small-craft aviation activities at the local airfield are responsible for intrusive noise levels in adjacent residential areas, especially the mobile home park to the south of the airport and newer residential developments immediately west of the San Juan Creek channel.

As indicated previously, increasing traffic along the San Diego Freeway is anticipated to continue as the major future source of noise within the community. This is particularly true in terms of the rising volume of truck traffic utilizing the freeway. Future noise levels adjacent to Ortega Highway will also be influenced greatly by an anticipated increase in the number of trucks utilizing the highway. Ortega Highway east of the San Diego Freeway will carry substantially more heavy trucks over and above the 3.5 percent of heavy truck volume because of future activity related to the nearby refuse disposal site, sand and gravel operations, and sand-glass mining.

Little immediate change is anticipated in existing railway activities and future ground rapid transit system planning utilizing the AT & SF corridor has not been developed to a level of detail sufficient to predict the potential noise characteristics from such a source. Noise levels due to local aviation activities are expected to increase only slightly due to possible increases in the volume of small, propeller-type aircraft. Large commercial or jet aircraft shall be prohibited from utilizing local airport facilities.



The background material for the Noise Element addresses a considerable part of the overall noise pollution problem associated with outdoor noise in the community; namely, transportation-related noise. The detailed base document describes the background methodology and findings of various noise surveys conducted within the City, including those related to highway, rail, and local airport facilities. In addition to noise surveys related to such facilities, a community survey has been conducted on various residual or ambient noise levels within the typical residential neighborhoods. That information has been used to quantify the typical outdoor noise exposure to which the majority of residents in the City are exposed on a daily basis. The results of the ambient noise survey are also presented in the background material.

Existing and projected noise levels associated with each major transportation facility have been calculated and described in the detailed background material. The noise levels have also been depicted graphically as a series of noise contours on various 600 scale base maps submitted separately to the City. The contour values relate typical noise levels of 60, 65, and 70 decibels for present and future highways, the San Diego Freeway, and present railroad and aircraft operations within the City. The 60 dB contour is of particular interest because it represents a composite noise level which may be considered generally acceptable for unrestricted residential occupancy in quiet suburban communities.

Impact of Noise Concerns on Land Uses. The background material for the Noise Element discusses the environmental effect of noise, particularly as it relates to audio-physiological impacts on man. From this information, the City considers that at 60 CNEL (Community Noise Equivalency Level: a measure of noise intensity weighted over time, so as to compute higher when noise is generated at more sensitive hours, such as early morning), adverse environmental conditions may exist which can impact land use decisions.

In all areas delineated on the noise study maps which have a CNEL of 60 or greater, it shall be required that any residential units be constructed so that the ambient noise generated from the exterior of the structure does not exceed a reading of 45 dba within the structure. This shall be administered through the conditioning of tentative maps and divisions of land at the time of their approval.

In keeping with policies adopted by the City and with the facts presented in the Noise Element, residential units shall not be constructed in areas shown as having a CNEL of 60 or greater, without mitigation measures to reduce the exterior noise level to less than 60. This may be done by clustering units outside of the affected area or by providing adequate noise buffering devices. The noise impacted area would then be used as a "buffer" area or could be used for parking, recreation centers or similar uses associated with the housing project.

In cases where noise concerns, added to other environmental concerns (hillside preservation), create a circumstance whereby a parcel of land is restricted from development (and cannot be combined with other parcels), the City should consider uses other than residential for the parcel. In so doing, however, it remains clear that the development of "strip commercial" facilities is not consistent with this General Plan. Examples of uses which may be considered consistent with the General Plan in such cases include: motels, churches, community care facilities, private recreation facilities, mortuaries, etc. Industrial or commercial uses may also be considered, but the City must evaluate land use compatibility and the many policies of the General Plan which generally discourage such uses. It is important to emphasize that the existence of "noise" in and of itself is not a reason for altering the Land Use Element from residential to other use designations.

The General Plan Map identifies only major areas in which the noise factor is of concern. The Noise Element identifies all areas in which additional environmental assessments must be made before allowing the approval of land uses.

IMPLEMENTATION MEASURES.

The Noise Element, as required by State law, concentrates on transportation-related facilities as the most predominant and widespread source of noise within urban communities. Local communities are, however, limited in the types and degree of measures for reducing or controlling noise from such features, particularly measures aimed directly at the source. With certain noted exceptions, state and federal agencies preempt direct actions by local agencies to combat noises emitted by motor vehicles, trains or aircraft. There are a number of key actions (both direct and indirect), however, which the City may take to reduce noise generated by these sources.

Adoption of Standards and Criteria. The first major step in the regulation and control of noise within the City should include the adoption of acceptable standards and criteria for various uses or areas within the community. Several possible standards and criteria have been explored in the background material (Section IV). The standards relate to typical residual or ambient noise levels (i.e., all-encompassing noise, excluding transient noises of brief duration).

Residual or ambient noise levels for the City of San Juan Capistrano were also measured for purposes of comparison. The figures disclosed that, for the majority of residential areas in the local community, the present average residual noise levels range from 36 to 42 dB during the evening hours, and from 41 to 50 dB during the daytime hours.

The California Administrative Code and the Noise Control Ordinance of the County of Orange suggest several standards applicable to the regulation and control of noise levels, both within existing and future neighborhoods. The California Administrative Code applies a standard of 60 dB as the acceptable exterior noise level within future multiple family residential areas. Included with the Code are various requirements for noise attenuation measures related to design construction and the insulation of multi-family structures within areas having residual noise levels of 60 dB or greater.

It is generally recommended that the 60 dB exterior standard be extended to all residential uses, single family as well as multi-family, and that similar criteria for housing construction, as set forth in the California Administrative Code, be applied to all residential uses.

In addition, the Noise Control ordinance of the County of Orange has established the following standards for residential properties:

The maximum permissible daytime (6:00 A.M. to 11:00 P.M.) noise levels shall be as follows:

- 55 dBA for 15 minutes; or
- 60 dBA for 5 minutes; or
- 65 dBA for 1 minute; or
- 70 dBA for any period of time

(dBA = decibels measured on the sound meter's "A" scale)

The maximum permissible nighttime (11:00 P.M. to 6:00 A.M.) noise level on any residential property is 50 dBA for any period of time.

The maximum permissible noise level within residential dwellings during nighttime hours is 45 dBA, or the residual noise level.

The standards are aimed primarily at the control of nuisance noise, but could also be applied to new residential construction, particularly in areas with known noise sources, such as freeways, highways, or industries.

Such standards would be needed to help establish precise construction requirements, development criteria related to setback distances of residences from noise sources, and the design of sound attenuation barriers. In turn, the noise standards would serve as emission criteria for engineers in the design of freeways, highways, or industrial and commercial developments. Additional standards and criteria, such as those listed above, could be developed for industrial and commercial uses, various recreational uses, etc. Various standards and criteria might also serve to apply to fixed sources of sound-producing machinery and equipment for any and all of the above uses within the community.



Reduction Measures Applicable to Noise Sources. As indicated previously, physical modifications to transportation-related noise sources are generally beyond the control of local jurisdictions. Hence, the various recommendations which follow deal only indirectly with vehicle noise emission regulations. The majority are concerned with adjustments to the "traffic stream" or pathway for traffic, the path of noise between the source and the receiver, and modifications at the location of the receiver to reduce noise exposure.

Although the City has limited authority to directly mitigate individual traffic noise sources, a number of positive actions may be undertaken to promote action at the state and federal levels:

- Seek State and County assistance for future noise studies, including quieter transportation systems, community plan surveys, and monitoring.
- Adopt noise criteria for use in the purchase of all City-owned motorized vehicles.
- The State of California has, at present, a sliding scale for new vehicle noise generation, reducing to the level of 70 dBA by the year 1987 (Section 27610). The City should keep itself apprised of any changes to this by the State Legislature and, in general, lend support to noise related measures initiated by the State Environmental Quality Study Council.
- Similarly, the City should follow actions by the Environmental Protection Agency (EPA) at the federal level concerning upcoming noise emission regulations and lend support or criticism as appropriate.
- The City may itself wish to establish more comprehensive enforcement procedures to effect compliance with the noise standards established in this Element.

The noise abatement proposals outlined below are oriented toward the reduction of cumulative noise emitted by the traffic stream, through operational modifications as opposed to physical source modifications:

- Reduce allowable vehicle speeds on major highways. Care need be exercised so that noisier vehicles, such as trucks, do not become more intrusive as a result of lower mean speed levels.
- Revise flow control methods on surface streets to maximize steady flow conditions. Through maintenance of steady speed conditions, the mean speed level may increase slightly; however, the average level of the traffic noise (influenced by stop and go braking and acceleration) will decline.
- Reroute traffic—either by type, i.e., restrict usage by heavy trucks or impose curfews for noisier vehicle types or physical relocation, i.e., place noisier vehicles on innermost traffic lanes to achieve increased path distance to observer and effective barrier shielding by other vehicles.
- Alter highway designs to achieve improved noise reduction and incorporate these features in new highways. Use depressed highway configurations (30 feet depressed with 2:1 side wall slope will yield approximately 10 to 12 dBA reduction).
- When elevated highway designs are required, low or intermediate height roadside barriers should be incorporated into the design because, although the elevated configuration provides an effective shielding of close-in buildings, more distant properties will be impacted by higher noise levels without such noise barriers.

- Short barriers (3 to 5 feet) are most effective when used in conjunction with elevated roadways.
- 8 to 12 foot barriers along level roadways are moderately effective yielding 10 to 12 dB reduction close-in and 4 to 6 dB reduction at greater distances from the barriers.
- Restrict residential usage within noise buffer zones on either side of major highways. Retain in light industrial or commercial usage or require “sound insulated design” of residential units in buffer zones.
- Retention of natural barriers such as hills and knolls along the freeway to block sound.

Noise Reduction Measures at the Receiver. The following suggest several modifications for reducing noise at the location of the receiver, i.e., through the modification of various features of residential dwelling units. Considerations of cost for the various modifications are included in the detailed noise element.

Minor Dwelling Modifications. Through attention to details such as minimization of “sound leaks” around doors, windows, and vents and the replacement of “acoustically weak” components, outside-to-inside noise reduction on the order of 20 to 22 dB is possible. These improvements consist primarily of adequate weatherstripping around doors, assurance of snug fitting doors and windows, elimination of louvered windows, and treatment of exterior vents (chimneys and kitchen or bathroom fans in particular). In addition, exterior hollow core doors should be replaced with a solid core variety.

Moderate Dwelling Modifications. Moderate modifications would include all of those listed under “minor” plus major attention to the weaker housing components, namely, windows. The most effective window treatments consist of double glazing or sealed windows. In both cases, this usually necessitates air conditioning the dwelling (if not already done). Additional attention is given to the attic by acoustical treatment of attic vents, increased sound absorption material (and hence better heat insulation) in the attic space, and when required, finishing of the crawl space areas with gypsum board. Such treatments will produce overall sound insulation on the order of 30 dB.

Major Dwelling Modifications. Major modifications consist of all items under “minor” and “moderate”, plus some structural improvements of weak walls and roofs. These changes would include elimination or suitable modification of exposed beam roof/ceiling designs and a general “strengthening” of exterior walls. Sufficient exterior wall improvement may normally be attained by installation of an extra layer of gypsum board on the interior surfaces over sheets of sound deadening board or by securing it to resilient channels. Where possible, double-entry doors or vestibule entrances could be incorporated. In lieu of these, “acoustic” doors are required. Improvements in sound insulation available from these changes may yield noise reductions on the order of 40 dB.

To achieve compatible land use through improved sound insulation in residential or other structures, it will be necessary to amend the existing building code.

Adoption of a Community Noise Ordinance. In addition to the measures outlined above and those primarily related to transportation noise features, it is recommended that the City develop and adopt a comprehensive noise control ordinance. A variety of noise sources and intrusive noise levels exist in addition to those simply related to transportation facilities. It will likely prove desirable, therefore, for the City to adopt more comprehensive noise measures if it so desires to regulate noise levels from other sources within the community. The comprehensive noise ordinance could serve to incorporate the various standards and criteria deemed appropriate by the City and formalize the selection of such standards or criteria offered in this Noise Element. The various measures related to transportation facilities could also be incorporated in the ordinance and in the existing building code. In addition, several other recommendations contained in the background material for this Element could be included in a noise control ordinance.

9. PUBLIC SAFETY ELEMENT

The City shall protect the safety of persons and property within the community from conditions of extreme peril caused by such factors as fire, flood, geologic conditions, earthquakes and air pollution.



INTRODUCTION

The State of California Government Code Section 65302.1 requires a safety element in all city and county general plans, as follows:

“A safety element for the protection of the community from fires and geologic hazards, including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures and geologic hazard mapping in areas of known geologic hazard.”

The effect of this legislation is to require local communities to be particularly cognizant of fire and geologic hazards and to incorporate in their planning programs various means for reducing loss of life, injuries, damage to property, and economic and social dislocations resulting from fire and dangerous geologic events.

In addition to the State's requirement to pay particular attention to fire and geologic hazards, San Juan Capistrano has at least two other major potential hazards which have been considered as a part of the Public Safety Element. These include potential flood problems relating primarily to San Juan Creek and Arroyo Trabuco, and potential air pollution levels that may not meet minimum acceptable standards.

The Public Safety Element, therefore, includes the consideration of potential hazards from four major factors, e.g. fire, geologic hazards, flood, and air pollution. Safety considerations relating to geologic hazards are discussed extensively in the Seismic Safety Element and are therefore limited to a summary of findings and recommendations in the present Element.

RELATIONSHIP TO OTHER ELEMENTS

The Public Safety Element provides various standards and policies concerning the level of risk from fire, flood and geologic hazards. These standards will serve to control the type and intensity of uses and the level of services and facilities necessary to combat those risks. Therefore, this Element relates directly to the Land Use, Open Space, and Public Facilities and Utilities Elements.

Various land use alternatives have been studied in relation to each of the above risks. Moderate fire risks, primarily within the hillside sections of the City, offer the least restriction in terms of future development. Moderate to high risks in the hillside areas are more closely associated with extensive landslides, faults, soil failures, steep slopes, highly erosive soils, and mudflows. Moderate- to high-risk areas within the valley portions of the City are so classified because of potential flooding and soil liquefaction.

In light of the various constraints posed by potential hazards, the Land Use Element has designated a low intensity land use (either low density residential or open space) as the most suitable use for the hillside portions of the City. Major high risk areas, due to geologic hazards and to flooding, have been recommended for permanent open space use.

Fire flow requirements, due to additional development and any unusual fire risks, have been analyzed and planned accordingly with the general distribution plan for future water storage and supply facilities. Potential fire risks have posed no unusual requirements for the location of fire stations or fire fighting equipment (beyond that which exists or that which is presently planned). Further details regarding fire protection are included in the Public Facilities and Utilities Element.

The Public Safety Element also contributes information and requirements relating to the Circulation Element. The particular function and alignment of each highway segment has been studied with regard to the various potential hazards, e.g., landslides, soil failures, and flood-prone areas. Within the hillside areas, extensive landslides and soil failures have guided the choice for certain highway alignments and have created the need for alternative alignments which may serve as evacuation routes in cases of emergency. These same routes have also been reviewed in terms of potential fire hazards and the need for fire protection and emergency services.

The extension of major highways along either side of Trabuco and San Juan Creek have similarly been studied as alternative routes for possible emergency evacuations. Secondary crossings proposed along both creeks would also serve as alternate routes, permitting access for emergency aid and evacuation.

The alignment of various utility systems, e.g., water and sewer, have also been reviewed for safety considerations and any possible disruption due to flood, geologic or seismic hazards. The potential hazards and restrictions relating to natural physical features are discussed in further detail in the Seismic, Public Safety, and Open Space Elements.

SUMMARY OF FINDINGS

The Public Safety Element generally indicates the degree of magnitude of potential hazardous conditions due to fire, flood, geologic hazards, and air pollution, and suggests methods for reducing these hazards. The detailed findings and recommendations included in the Public Safety and Seismic Safety Elements are summarized in the following sections.

Fire. The San Juan Capistrano area has a moderate fire hazard severity rating (this being the lowest of three possible ratings). This rating is based on criteria set forth by the State Resources Agency which considers three primary factors: fuel loading (in terms of natural vegetation), fire weather (i.e., the frequency of critical fire weather days), and slope characteristics. The moderate fire hazard severity rating for San Juan is due primarily to light fuel materials (mostly grasslands) and a relatively moderate number of critical fire weather days.

To offset potential wildland fire hazards, a number of recommended requirements are included in the background material for the Public Safety Element (on file at the City's Dept. of Community Planning and Development). These requirements include various safety measures relating to new development in wildland areas: (1) Safe and efficient ac-

cess for fire and other emergency equipment and safe routes of escape; (2) the assurance of adequate and reliable water supplies for fire protection; (3) the reduction of structural exposure to brush; and (4) Adequate building setbacks, building construction and occupancy standards.

Floods. In the past 50 to 60 years, the San Juan basin has experienced approximately one flood of significant size every six years. Hydrologic studies conducted by the Army Corps of Engineers show that future floods in the San Juan area could be significantly more severe than any past recorded floods. Potential major future floods could cause significant damage because of inadequate flood control facilities and existing obstructions (bridges, houses, trees, etc.) to flood flows in the designated flood plain areas. Flood plain zoning would assist in providing more adequate protection against future floods, as well as assure the City eligibility for Federal Flood Insurance. Further, deficiencies in the existing flood control facilities as indicated in the Corps of Engineer's Flood Plain Information Report for San Juan Creek, November 1970, should be corrected.

Geologic Hazards. The Seismic Safety Element has identified a series of existing and potential geologic hazards in the local San Juan area. These include a vast number of landslides within the hillside areas (indicating that most of the hillside in the identified areas are only marginally stable); potential damage from soil liquefaction (including ground lurching and differential compaction) due to the presence of fine-grained sediments and shallow ground water in the alluvial valley areas of the City, and the widespread presence of soil failures, erosive soils and mudflows, principally in the hillside areas. A geotechnical land use capabilities map has been prepared which summarizes graphically the expectant level of risk throughout the developed and undeveloped sections of the City. In general, risks are much greater in the hillside than in the valley portions of the City. Recommended implementation programs and requirements to address the above hazards are included in the Seismic Safety Element.

Air Pollution. San Juan Capistrano may someday be faced with the need to curtail activities that contribute to air pollution if contaminant concentrations reach dangerous levels. In November 1973, the City in response to a request from the Environmental Protection Agency, developed a plan detailing actions that would be taken during an air pollution emergency episode. The plan which covers Stage I, II, and III alerts was set forth in a letter from William D. Murphy, Director of Public Works for the City. A copy of the letter is included in the background material for this Element.

IMPLEMENTATION MEASURES

Several implementation measures have been referred to in the previous section. These pertain to initial actions which could be taken by the City (or in some cases those which have already been taken by the City) to reduce potential hazards from fire, flood, geology and air pollution. Specific recommendations with regard to geologic hazards are included in the Seismic Safety Element. Others include:

Adoption of Fire Safety Regulations. San Juan Capistrano, with a critical fire weather frequency of Class II and a light fuel covering consisting mainly of grassland and annual herbs on fairly steep slopes is considered to have a moderate fire hazard condition. In compliance with existing State statutes, local ordinances should be amended to provide adequate fire protection for new developments in wildland areas. A detailed set of recommended minimum fire safety requirements per existing State statutes has been included as Appendix A in the background material for this Element.

Establishment of Flood Plain Zone. Based upon the detailed studies conducted by the Army Corps of Engineers, it is apparent that a major future flood will likely cause extensive damage and possible loss of life in the San Juan area. Possible damage and suffering may be increased in the absence of specific regulations governing the use or development of areas subject to flooding. It is, therefore, recommended that the City establish a flood plain zone and ordinance to control any use or prospective development in the flood plain. A detailed flood plain ordinance which has been adopted by the County of Orange and other cities in the county is included as Appendix B in the background material for this Element.

Establishment of a flood plain zone and ordinance would also begin the necessary steps for the City to qualify for flood insurance under the National Flood Insurance Act. This program, administered under the Department of Housing and Urban Development, provides for the creation of a National Flood Insurers Association, a pool of private companies offering insurance to homeowners and small businesses at premium rates subsidized by the Federal Government. In order to qualify for the insurance, the governing body of a local agency must declare a positive interest in securing coverage under the program and give satisfactory assurance that, by December 31, 1974, there will be established certain land use and building regulations consistent with the criteria of the Department of Housing and Urban Development, and that application and enforcement of such regulations will begin as soon as the necessary technical information becomes available.

Emergency Operations Plan. In recent years, the County of Orange, in conjunction with most of the cities in the County, has developed an emergency operations plan. The plan is administered by the unified Orange County-Cities Disaster Agreement, adopted by San Juan Capistrano, its neighboring cities, and the County of Orange. This Agreement is aimed at preserving the safety of persons and property during conditions of extreme peril, caused by such factors as enemy attack, air pollution, fire, flood, storm, epidemic, riot, or earthquakes.

Within the context of the Agreement, the primary responsibility of the local cities is to:

- Accept primary responsibility for the development within each city of a disaster plan which shall be compatible with, and complimentary to, the County-wide disaster plan; and
- Assure training within their respective cities.

The Agreement also covers organizational and financial obligations. To date, the City has not prepared such a plan. When prepared, the plan will:

- Provide a basis for the conduct and coordination of operations and the management of critical resources during emergencies;
- Establish a mutual understanding of the authority, responsibilities, functions, and operations of civil government during emergencies
- Provide a basis for incorporating into the City emergency organization non-governmental agencies and organizations having resources necessary to meet foreseeable emergency situations.

A detailed outline of the data to be included in an emergency operations plan is included in the background material for this Element. Further details can be obtained from the County Department of Emergency Services or by reviewing plans prepared by other jurisdictions.

10. PUBLIC FACILITIES & UTILITIES ELEMENT

It is the objective of the City of San Juan Capistrano to promote an adequate and efficient range of public facilities and services to ensure the residents the opportunity for a safe, healthful and attractive environment.



INTRODUCTION

The general objective of the City, as expressed in the Citizens Policy Plan, is to promote an adequate and efficient range of public facilities and services. This Element of the General Plan presents various proposals regarding public facilities and services provided by the City, either directly or by contractual agreement, and other facilities and utilities provided by other local public agencies or special purpose districts. Excluded are discussion of services and facilities relating to parks, bicycle and equestrian uses, and transportation. The latter issues are discussed in detail in the Parks and Recreation and Circulation Elements.

Also excluded from the present Element are facilities or services considered to be within the province of private concerns (as noted in the Citizens Policy Plan), and those facilities considered to be adequately provided at the present time by either the public or private sector.

RELATIONSHIP TO OTHER ELEMENTS

Public Facilities and Land Use are closely related elements of the General Plan. Various public facilities (i.e., police and fire facilities, public schools, public utilities, etc.), have been analyzed in response to the proposed land uses of the plan. The pattern and intensity of uses required by future population growth, have determined the type, size and location of certain facilities, particularly water and sewer facilities. Various plans and proposals for police and fire protection and public schools, have been discussed with the Orange County Sheriff's Department, the County Fire Department, and the Capistrano Unified School District.

The Public Facilities Element is indirectly related to several additional elements, including the Seismic, Public Safety and Open Space Elements. The alignment of various proposed utility systems have been reviewed in terms of safety considerations and any possible disruptions due to flood, geologic or seismic hazards. Potential emergency and critical-use facilities (schools, civic center, etc.) have been withheld from various high risk areas within the community. The potential hazards and restrictions relating to natural physical features are discussed in further detail in the background material for Seismic, Public Safety and Open Space Elements on file with the City.

SUMMARY OF FINDINGS

The focus of the Public Facilities Element is upon those services considered essential to the function of the City government. The provision of existing public facilities and services is largely dependent upon the successful communication of the City's needs and desires to other contract and obligatory agencies. It is recommended that the City consider the formation of a separate citizen's advisory committee to assist the City staff in such liaison work.

Community Centers. Concurrent with the preparation of the General Plan, a committee of the City Council has been discussing the need for a civic center and has reviewed the potential of several sites for that use. Currently, the City's administrative offices are housed in the public works building. Disadvantages of this location are that it is not visible to the community, it is difficult to find, and it does not have sufficient space requirements for the expanding administrative needs of the City. In addition, the present site affords no expansion potential for the inclusion of community uses such as recreational programs, library, offices for community organizations (Chamber of Commerce, San Juan Beautiful), etc. The background material for this Element suggests that the civic center should be located in close proximity to the older portions of the City. It specifically recommends the old high school site as the primary location, with consideration also being given to the Los Rios/Little Hollywood area. A third downtown site, commonly called "medical plaza" was considered by the committee, but was rejected because of limitations on size and potential for expansion. Sites for civic center locations outside of the downtown area have also been analyzed. Those ranking the highest outside the central business district include the Zaenglein-Miller-Orr -properties located east of Interstate 5 and south of Ortega Highway, and the Vermuelen-Kinoshita farm area. These sites have been considered because they may aid in complimenting, or encouraging certain programs of the General Plan (hiking, biking, equestrian trails systems and agricultural preservation) and because they are large parcels with a high degree of flexibility in planning to meet future needs.

Fire Protection. In the future, based upon the policies adopted in the Citizens Policy Plan, the City will likely continue to contract for fire protection services with the County of Orange. This includes services for the protection of watershed areas by the State Division of Forestry. The County's most immediate plans regarding fire protection in the City involve the relocation of the existing station and its staffing with fully paid personnel. The station's present location in a residential area near existing schools hampers response times because companies have to travel at reduced speeds to reach arterial highways for north, south, and west responses. Acquisition of a site in the vicinity of Del Obispo and Camino Capistrano is preferred, but may not be economically feasible. Funds for a new facility have been approved by the Board of Supervisors.

One additional station located on Ortega Highway near the City limits is proposed by the County Fire Department's Master Plan. The timing for development of this facility will be governed by future development in the area.

Additional fire protection services could be provided to the southern section of the City from the existing station located at Niguel Road and Stonehill Dr. This station could be placed into full service operation within 18 months, pending the extension of Stonehill Avenue to Del Obispo Street.

Police Protection. Although the possibility of establishing a local police force is included in the Citizens Policy Plan, the City will likely continue in the near future to contract with the County Sheriff's Department for local law enforcement services. This arrangement is currently preferred by a majority of the electorate. The Sheriff's Department presently provides a level of service determined by the Sheriff and the City Council. The cost is determined by the number of actual patrol units assigned to the City. The system is called "the service unit method." It provides the presence of a patrol car in the City at almost all times. This acts as a deterrent to crime. Also, through this arrangement, the same deputies are assigned to the City for periods of six months to a year.

The City may contract for increased services (radar, etc.) above that which is currently provided or to alter the level or type of services contracted with the County. The City has expressed various concerns as to the present level of service, including the general deployment of manpower within the City, the response to solving local problems, and various public relations aspects of law enforcement. Examples include the awareness of youth-oriented problems, particularly with projected growth of the City, and the availability of police personnel to deal with temporary traffic problems on short notice. The most satisfactory response to local law enforcement problems would be through a local municipal police force. City voters, however, have repeatedly rejected the option of establishing a local police force. Contracting with neighboring cities for police protection has been suggested as an alternative.

Public Schools.

Because of continued residential growth in South Orange County and the funding limitations of Proposition 13, the provision of adequate public school facilities within the City continues to be a problem.

Existing Schools.

The Capistrano Unified School District (CUSD) encompasses San Juan Capistrano and surrounding south County communities. CUSD presently operates three elementary and one junior high school in the City. They are: San Juan Elementary, Del Obispo Elementary, and Marco Forster Jr. High west of Interstate 5, and Harold Ambuehl Elementary east of I-5. In addition, San Juan Capistrano high school students go to three different high schools located outside of the City: San Clemente, Dana Hills, and Capistrano Valley. All of the above schools are at or near capacity.

Future Schools Needed.

CUSD attendance figures and City population information, both as of January, 1982, have been used to forecast the approximate number of public school students which will be generated by the City after all residential land is developed (i.e., "residential build-out").

This forecast is summarized in the following table:

STUDENTS GENERATED AT ULTIMATE RESIDENTIAL BUILD-OUT

Grade Levels	Total Students Citywide	Total, West of I-5	Total, East of I-5	East of I-5 & North of Ortega	East of I-5 & South of Ortega
Elementary	3272	1172	2100	604	1496
Jr. High	1176	434	742	246	496
High School	2307	923	1384	422	962

The above information has been combined with CUSD school capacity standards to determine the total number of schools—existing and future—required within the City at each grade level. These conclusions are shown in the table below:

SCHOOLS REQUIRED (EXISTING & FUTURE) AT ULTIMATE BUILD-OUT PER CUSD SCHOOL CAPACITY STANDARDS

Capacity Standards:	Elementary:	500-800 students
	Junior High:	700-1300 students
	High School:	1500-2600 students

Area	Total Students		Total Schools Needed	Existing Schools	New Schools Needed
Elementary					
West of I-5:	1172	=	2	2	0
East of I-5, N. of Ortega:	604	=	1	0	1
E. of I-5 S. of Ortega:	1496	=	2	1	1
Junior High					
West of I-5:	434	=	1/2 (portion of existing Marco Forster capacity)	1	0
East of I-5:	742	=	1	0	1
High School					
Total, Citywide:	2307	=	1	0	1

Thus, two elementary and one junior high school will be needed east of Interstate 5 and a new high school will ultimately be required somewhere in or near the City. The locations of the new school sites are discussed in the following sections.

Elementary and Junior High School Locations.

The City's survey of possible future elementary and junior high school sites was based on three criteria: school area requirements, geographic location vis-a-vis residential area served, and physical characteristics (topography, geologic stability, etc.) Because of the rugged topography east of the freeway and the CUSD usable area (i.e., reasonably flat area) requirements, the potential school sites east of the freeway were narrowed down to two:

- A K-8 (combination elementary/junior high) site of approximately 24 acres within the planned community encompassing the former Honeyman Ranch.
- An elementary site of approximately seven acres adjacent to the Mesa residential area of the Forster Canyon Planned Community. A site for public or institutional uses is to be dedicated to the City in this area. This site could eventually become an elementary school upon agreement between the City and CUSD.

The above future school sites were selected after careful study and close consultation with CUSD and affected landowners.

Designation on General Plan Map.

The preceding elementary and junior high school sites have been designated on the General Plan Map by general location as "Potential Future School Sites" surrounded by other underlying land use designations. These locations are not intended to be precise. The precise locations and boundaries of sites shall be reviewed for General Plan consistency by the City upon more specific identification, resulting from site acquisition/or construction proposals.

In addition to the above qualification, it should be emphasized that actual acquisition and utilization of the designated sites for public school uses are not under direct control of the City. The school district may, in the future, be unwilling or unable to acquire some or all of the designated sites prior to development.

In view of the constraint identified above, the Potential Future Public School designations shall be considered overlay land use designations. If a site is not utilized for public school uses, the underlying land use designation will then control land use and development at that location.

Future High School Site.

The second table, preceding, shows that, upon ultimate residential buildout, the City will generate enough high school students to occupy one full high school. Therefore, it is necessary to address the issue of the need for a future high school site within or very near the City boundaries. Because of the large area needs and unusual siting problems of a high school, this issue is being addressed separately from the elementary and junior high school needs discussed above.

Site Preferred Within City Limits.

The City has determined that, because of the following reasons, it is

desirable that a future high school serving San Juan Capistrano students be located within the City limits:

- **Community Identity**—A single high school which is attended by all or most of the high school students in the City helps to foster and focus identification of City residents with the community of San Juan Capistrano—a major overall goal of this General Plan.
- **Accessibility**—The minimization of travel time to school by all City high school students which would be provided by a high school within the City.
- **Recreation Facilities**—The accessibility of large-scale recreation facilities (e.g. tennis courts, playfields, gymnasium, etc.) provided as part of construction of a high school in the City.

The desire of the City for a new high school within the City limits must, of course, be balanced by the feasibility of acquisition of a suitable site by the school district. The availability of funds to acquire such a site and construct the new school is a continuing and well-publicized problem. The site acquisition and construction costs associated with any school site are important criteria when actual acquisition is considered. Those considerations will be combined with the physical planning criteria—of both the school district and the City—which are the focus of this General Plan.

Size/Location Criteria.

Capistrano Unified School District representatives have stated that: (1) a new high school site in or near the City should be located east of Interstate 5 and south of Ortega Highway in order to provide a needed minimum separation from the two nearest existing high schools—Dana Hills High and Capistrano Valley High; and (2) new high school sites should contain a minimum of 40 acres of usable area.



Candidate High School Sites.

Seven candidate high school sites have been identified as essentially meeting CUSD's size and location criteria. All but two of the sites meet the locational criterion. Those two—Buchheim Field and Honeyman Ranch—are just outside and adjacent to the desired boundaries but have been included to insure full consideration of all possible sites.

The advantages and disadvantages of the seven candidate sites are summarized below:

“BUCHHEIM FIELD (including existing San Juan Elementary School)—Approximately 21 acres, located between El Camino Real and the freeway.

Advantages:

- Central location within City.
- Ability to make dual use of new City-County library to be constructed adjacent to site.
- Already under CUSD ownership—therefore, no acquisition cost and no removal of land from City tax base.
- Little or no landform alteration.

Disadvantages:

- Under desired minimum site area.
- Potential adverse impacts on Mission and downtown historical area.
- Potential access and congestion problems.
- Outside of desired locational boundaries for new high school.
- Need to relocate existing elementary school and ROP facilities.

HONEYMAN RANCH—This is the southern portion of the former Rancho Los Ceritos, separated from the Ranch Planned Community; approximately 26 acres (including the 'separated' portion west of the new Rancho Viejo Road extension), located just north of Ortega Highway, east of Interstate 5.

Advantages:

- Central location within City.
- Good access via Rancho Viejo Road and Ortega Highway.

Disadvantages:

- Under desired minimum site area.
- Outside of desired locational boundaries for new high school.
- Potential adverse impacts on existing surrounding residential areas.
- Site bisected by Rancho Viejo Road extension.

ORTEGA PLANNED COMMUNITY—Approximately 35 acres, located just east of Interstate 5 and south of the Ortega Highway.

Advantages:

- Central location in City.
- Good access via Ortega Highway and Rancho Viejo Road.

Disadvantages:

- Under desired minimum site area.
- Previously approved planned community zoning and preliminary development approvals cover a portion of the area.
- Subject to financial obligations of assessment district for street and utility improvements.
- Removal of prime industrial property from tax rolls.

AROSA LANDFILL AREA—Approximately 40 acres located on and adjacent to the Forster Canyon sanitary landfill.

Advantages:

- Good access to developing residential areas via the La Novia Avenue extension.

Disadvantages:

- Insufficient land area exclusive of from unstable landfill.
- Potential adverse impacts on adjacent future residential areas, which are to be developed prior to any high school construction.

GLENDAL FEDERAL PLANNED COMMUNITY, PARCELS C AND D—Each parcel contains over 40 acres, located south of the San Juan Hills Golf Course in La Novia Valley.

Advantages:

- Central location within CUSD desired boundaries, vis-a-vis separation from all three existing high schools in the district.
- Good access to residential areas via La Novia Avenue extension.

Disadvantages:

- Previously-approved planned community zoning showing residential development in both areas.
- Unique requirements of stipulated court judgment governing land use designations on the property require landowner approval of any changes; this approval appears unlikely in terms of any change to high school designation.
- Parcel D contains rugged topography requiring considerable grading for a high school site.

LACOUAGUE PROPERTY—Approximately 260 acres south of San Juan Creek at the eastern City limits.

Advantages:

- Contains considerable gently-sloping land potentially suitable for a school site.

Disadvantages:

- Not centrally located in terms of future City high school student generation, making it unlikely that all City students could attend a new school at this location.
- Establishment of an intensive use such as a high school could be incompatible with low density estate character of the area.

Conclusion—High School Site Survey.

The preceding review of possible high school sites shows that all of the candidate sites suffer drawbacks. These drawbacks are potentially so severe in each case that it is not desirable to designate a specific high school site on the General Plan Map at this time. Instead, the City should work further with CUSD and affected landowners to determine if there are possible methods of mitigating any of the candidate sites' difficulties so that it would become feasible as a high school site. If such a feasible site is thus identified, it should be so designated on the General Plan Map by the same method as the elementary and junior high school sites discussed earlier.

If it is determined that none of the candidate sites can be made feasible, it will be necessary for other candidate sites to be considered apart from the seven listed above. (Preceding section, entitled "Public Schools", revised per General Plan Amendment 82-1A).

(Preceding section, entitled, "Public Schools", revised per General Plan Amendment 82-1A).

Library Services. Library services will likely continue to be provided by the County Public Library System in accordance with the needs of local residents. Continued reliance on County library services is based on the apparent satisfaction with the level of service as expressed in the Citizens Policy Plan.

Present facilities within the City consist of a branch library located in the Mission District. It is staffed by full-time librarian and four part-time assistants. Book search and retrieval services are available through the County's system of libraries.



Based on the policy plan recommendation and a value judgment regarding priority needs, there appears to be little need for the City to incur any added expense of providing municipal library services in the future. County officials have indicated that the library system will be expanded as the City's population increases. The objective is to meet the direct needs of the most frequent library users both in terms of materials and reading and study areas. It is recommended that future space for library facilities be included with the new civic center complex.

Public Utilities. Various revised master plans for water, sewer and storm drainage facilities have been submitted separately to the City. Each of the plans account for anticipated future development by way of the various proposed land uses. In general, existing and planned facilities were developed originally to meet the needs of a considerably higher projected population, and therefore, will be adequate to meet the future needs of the City based upon the revised land use plan. Servicing of new developments is anticipated to continue on a "pay-as-you-go" basis, with appropriate fee schedules adjusted to reflect increased costs of maintenance of new facilities. Further details regarding existing and proposed facilities are included in the background material for this Element.

Senior Citizen Center. The General Plan recognizes that the essence of a community lies with the interest and participation of its citizens, particularly its senior citizens. To isolate these individuals is to detract from the concept of community. The Policy Plan encourages the City to explore alternative ways of providing community facilities for the elderly. Further, it suggests that elderly persons should be viewed as a source of experience and knowledge and should be encouraged, through various programs, to actively participate in community affairs.

With this goal in mind, the City should seek out such individuals and appoint them to the many and various commissions and boards which are used in San Juan Capistrano city government. Most of the elderly in

San Juan Capistrano are located in the mobile home parks. These parks usually have their own recreational facilities and provide recreation and adult education opportunities for their residents. Currently, the Capistrano Unified School District uses the facilities within the mobile home parks for the holding of adult education classes. As the City prepares its own recreation program, the needs of the elderly should be addressed. Further, as the City continues its program for the development of a civic center (reference previous section of this Element), the provision of facilities for senior citizens programs should be considered.

Community Hospital Facilities. General direction given in the preparation of the General Plan was that the surrounding communities presently have sufficient medical facilities and are capable of furnishing emergency services for the residents of San Juan Capistrano. It was recommended at that time that no action be taken to develop a City medical facility. This conclusion has been substantiated by recent studies done by the Orange County Health Planning Council. That Council's studies indicate that the south coast area is currently "over-bedded" and will probably remain so for the next five years. (Base date for this information is July 1973). In approximately five years, the over-bedded situation may level off and new facilities should then be considered. It should be noted, however, that several medical/dental clinics either do exist or are proposed within San Juan Capistrano.

Currently there are four hospitals within the immediate vicinity. These include the Mission Community Hospital in Mission Viejo, San Clemente General Hospital, South Coast Community Hospital in South Laguna, and the new Saddleback Community Hospital in Laguna Hills. In order to most effectively monitor the over-bedding situation, the City should actively participate with the Orange County Health Planning Council in the advance planning for public health facilities.



IMPLEMENTATION MEASURES

As noted previously, the provision of contractual and obligatory services will be largely dependent upon the successful communication of the City's needs and desires to other applicable agencies and special purpose districts. It has been suggested that the City consider the formation of an advisory committee to assist the staff in carrying out such liaison work. Other major implementation measures referred to in the previous sections are as follows:

Civic Center. It is recommended that the scope of study by the Civic Center Committee be expanded to include the means of financing the project. This should encompass the possibilities and implications of joint uses with County facilities such as library, police, or fire.

Public Schools. As noted under 'Summary of Findings,' preceding, three new public school sites will eventually be needed east of I-5 to serve present and future residents of the City. Of these, the needed elementary and junior high school sites have been identified on the General Plan Map.

Actual acquisition and development of the identified school sites are under control of the Capistrano Unified School District (and, for funding, of the State of California), not the City. The City, however, has acted and will continue to act as a facilitator with CUSD and affected landowners to assist in providing land for future educational facilities, within the framework of equitable landowner compensation.

In addition to the above actions to address school site needs, the City Council has enacted an ordinance to put into effect the provisions of the 'School Facilities' Chapter of the State Government Code. These provisions provide for the payment of per-unit fees by residential developers to help construct new school facilities. The specific designation of future school sites by this General Plan Element is the final measure needed to activate that fee requirement. Fees collected will be transferred to CUSD to assist in school site acquisition and construction.

(Preceding three paragraphs revised per GPA 82-1A).

11. COMMUNITY DESIGN ELEMENT

It is the desire of the City that the design of this community be of the highest quality, that new development be architecturally distinctive as well as homogeneous in design, and that all accessory facilities be compatible with the overall design.



INTRODUCTION

Until recently, San Juan Capistrano appeared relatively immune to various forms of urban blight. The City, surrounded by hills and valleys, is relatively isolated from the more negative aspects of other inhabited areas. Now, however, with the arrival of more people, new highways, and added development, comes the threat of various kinds of urban blight, threatening the destruction of San Juan Capistrano's natural and man-made beauty.

It is the purpose of the Community Design Element to provide a practical basis for accommodating growth, while conserving and enhancing the visual quality of San Juan Capistrano's environment.

State planning law does not require a community design element. There are few imposed standards or guidelines and, thus, San Juan Capistrano has the utmost flexibility in adopting an element especially suited to its needs. These special needs include: 1) the protection of the natural hillside and various views created by the hillsides; 2) the protection and enhancement of other natural features (e.g., major creeks and flood plains); 3) the preservation and enhancement of the historical character of the community; 4) the harmonious incorporation of new development into existing public and private development, and 5) the maintenance of the community's "small-village, rural atmosphere," as expressed in the Citizens Policy Plan.

RELATIONSHIP TO OTHER ELEMENTS

The community design element sets forth in detail various requirements relating to the visual image of the community. This Element, thereby, relates directly to the Land Use, Housing, and Historic/Archaeological Elements, and indirectly to the Open Space Element. It also relates to the Circulation and Scenic Highways Elements.

The Community Design Element is most strongly tied to the Land Use Element in that specific design criteria are set forth: a) guidelines related to the physical characteristics of each land use; and b) guidelines for various design relationships between different types of land uses. The Land Use Element establishes the general type, location and amount of each use, while the Design Element determines the more detailed physical or visual characteristics of each use.

The Community Design Element also recommends criteria that serve to impact the Housing Element, particularly hillside residential development. The scale of housing projects is also affected by various recommendations concerning building height restrictions.

The Design Element also establishes criteria for maintaining the historical integrity of the community. Finally, the Design Element attempts to tie in the circulation and open space networks as unifying features throughout the community.

SUMMARY OF FINDINGS

Several factors were utilized in determining appropriate design criteria for San Juan Capistrano. Each will serve to influence, in a different way, design approaches to achieving a quality visual environment. These include:

- Natural and manmade environmental determinants;
- Historical determinants;
- Major topographical determinants, and
- Existing land use determinants.

From an environmental standpoint, San Juan Capistrano has a number of unique qualities. These include a large variety of views and natural settings (i.e., from nearly all sections of the community there are views of either the hillside or valleys or both); a sense of place—that is, an identifiable sense of enclosure created largely by the natural terrain and a strong focal point in the Mission District; a limited intrusion of existing manmade features (over two-thirds of the community is still undeveloped); a strong linear pattern of development evidenced by the concentration of structure and circulation facilities along the valley floors; and lastly, the existence of extensive open space and agricultural uses.

The above factors offer a unique opportunity for the local community to conserve and develop a series of interrelated environments.

From an historical standpoint, San Juan Capistrano is blessed with an abundance of tradition and examples of architectural features unique to its past. Like many communities, however, growth could take a direction completely out of character with the past. For example, several buildings recently constructed in San Juan Capistrano reflect a history of massive adobe walls, tile roofs, and rhythmic arches. In contrast, traditional Spanish life in early California was simple. Building materials were those common to the area. Furniture tended to be homemade and there was little attention directed to ornate details. The homes and clothes of the people generally reflected the realities of a “handworking” community.

To preserve historical continuity, the community should strive to maintain authentic restoration of existing buildings of value and instill design integrity that ensures compatibility of new development with the historical past.

Because of its hilly topography, San Juan Capistrano possesses a striking visual image. It enjoys a sense of intimacy and scale in areas adjacent to the hillsides, and overall continuity between various features of the local environment. These qualities, especially those related to views, are of special importance in relation to the following design factors:

- Building materials, including roofing materials.
- Building placement in terms of views both to and from surrounding areas.
- The height, form and mass of building structures.

- The scale and form of already developed areas and their relationship to existing open spaces.
- The design and placement of other structures (signs, freeways, utility towers, etc.).
- The general treatment of hillsides to form buildable sites.

All design criteria should recognize the above considerations.

Finally, certain types of land use, both existing and proposed, have secondary effects on the visual environment. For example, commercial uses adjacent to freeways or arterial highways can result both in obtrusive signs and in extensive, sterile parking lots; or these same areas can be landscaped to give adequate horizontal or vertical screening, with signs designed so as to become an integral part of the building.



In addition to environmental considerations, it is also important to reflect community objectives on how the citizens may view their community. Several policies were set forth in the Citizens Policy Plan. Briefly, these policies are designed to promote:

- A "small-village, rural atmosphere."
- Extensive open spaces;

- Conservation of the natural environment, including ridgeline preservation;
- Preservation and enhancement of the historical character of the community;
- High quality, unobtrusive design of the various public and private physical elements that make up the manmade environment.

The above policies are a basis for the development of more detailed design criteria which are sensitive to the environmental and historical heritage of the community. They can also be used to foster informed community attitudes concerning the future image of San Juan Capistrano. Detailed design criteria, incorporating each of the above objectives have been developed for the following areas:

- The overall community, as a whole.
- The Mission District.
- Other neighborhood commercial areas.
- Permanent open space areas.
- Major circulation routes.
- Hillside residential neighborhoods.
- Residential areas within the valley areas.
- Industrial developments.
- Public facilities.
- Streetscapes, through the Street Tree Master Plan.

A general outline of the types of criteria discussed in further detail in the background material for this Community Design Element are as follows:

General Criteria:

- Compatibility of building materials with the natural and existing manmade environment.
- Low building profiles.
- The use of visually pleasing roof materials, especially for buildings in the valley areas visible from surrounding hillsides.
- The use of open space to distinguish and separate different types of land use.
- The discouragement of large, sterile expanses of uses such as large parking lots or storage yards.
- The use of landscaping.
- Sensitive treatment of the natural topography, including ridgelines.
- Integration of pedestrian and bicycle trails into the open space network.
- The inclusion of energy conservation measures in new project design.
- The use of appropriate spaces or screening buffers between conflicting uses.
- Sign controls.

Mission District:

- The development of a specific plan and design criteria.
- The centralization of parking areas in more convenient locations (not necessarily tied to each existing or proposed use).
- Well-designed pedestrian access for both new and existing uses.
- The use of open space in the district to promote a small-scale, rural atmosphere.
- The use of plazas, patios and arcades.
- Compatibility of building materials.
- The development of coordinated graphics designs for private and public signs.
- Consideration of specialty design themes for certain portions of the Mission District; such as 1) a crafts center; 2) traditional types of commercial uses in a town center; 3) an historical center.
- Building heights in the Mission District must not overshadow the existing heritage; building heights shall be kept at a minimum and in no case should exceed two stories.

Other Neighborhood Commercial Areas:

- Emphasis on clustering commercial activities.
- Development of integrated centers, with emphasis on pedestrian access and usable open spaces.
- Building designs that are sensitive to view from all sides.
- Sensitivity to the natural contours of the site.
- Appropriate use of screening materials for peripheral areas.
- Adequate parking area landscaping.
- The upgrading of existing commercial areas.

Permanent Open Spaces:

- Development of an integrated bicycle, pedestrian and equestrian trails system in open space areas.
- The imposition of strong design controls on uses adjacent to open space areas.
- The maintenance of Trabuco, San Juan and Oso Creeks in as natural a state as possible.
- Development of incentives that encourage designs integrated with permanent open space features.

Circulation Corridors:

- Maintenance, where feasible, of open space alongside freeways.
- The use of sound barriers, and other sound attenuating elements along heavily traveled highways or other major transportation routes.
- The use of minimal street widths in hillside areas.
- The use of the following design standards for scenic highways or corridors: 1) prohibition of on-street parking except in certain designated areas; 2) undergrounding of utilities; 3) The use of rolled curbs, where feasible; 4) the extensive use of landscaped parkways and median strips; 5) the extensive use of setbacks to soften urban developments; 6) the use of a variety of materials for sidewalks.

- Physical separation of vehicular and non-vehicular traffic in scenic corridors.
- The minimization of night lighting, particularly along Interstate 5 and at the entry points to the City.



Hillside Residential:

- Maintenance of a low, horizontal profile.
- Preservation of natural topographical features.
- Maximizing views and open space.
- Sensitivity to conflicting views from one unit to another.
- Discouragement of building masses that impact ridgeline views.
- Well-planned lot sizes in relation to the existing topography.
- Sensitive location of streets to the natural topography.
- Discouragement of street lighting except at selected intersections.

Residential Valley Areas:

- The clustering of structures to maximize open space areas.
- The well-planned use of both one- and two-story structures.
- The use of curvilinear streets.
- The encouragement of more usable open spaces (both for active and passive use).
- The encouragement of high building design quality.
- The encouragement of large building masses, particularly in higher density areas.

Industrial Developments:

- The use of large landscaped setbacks from heavily traveled streets.
- The use of high quality building materials.
- Appropriate screening of outdoor storage areas or equipment.
- The discouragement of industrial uses that typically fail to meet design standards.

Public Facilities:

- The use of similar design standards as those imposed on private developments.
- The use of appropriate landscape screening in large asphalt areas, such as parking, tennis courts or playgrounds.
- The encouragement of passive recreational facilities in public areas.
- The integration of public facilities with the streetscape.

IMPLEMENTATION MEASURES

To better facilitate the design process in San Juan Capistrano, the Community Design Element recommends the following:

- The preparation of precise plans for:
 - The Los Rios area.
 - The Mission District.
 - The proposed civic center area.
- The creation of special zoning districts of a more definitive nature, which include consideration of the following:
 - Specific pedestrian circulation routes.
 - Consolidated parking schemes.
 - Architectural and graphic criteria.
 - The location and design of open space.
- The adoption of an architectural review ordinance which would expand the review process to include all developments.
- The adoption of an historical preservation ordinance which would:
 - Create an advisory body.
 - Grant permission for an historical building to be used for
 - designated purposes that may not otherwise be permitted in the
 - zoning district if the building is maintained according to
 - designated architectural criteria.
 - Reduce taxes for the above uses and structures.
- The adoption of a tree preservation ordinance prohibiting the destruction of trees over a specified size.
- The development and maintenance of a topographical scale model of the entire San Juan Capistrano environment to be used as a setting for evaluating scale models of proposed developments to be required of each development applicant.
- A Street Tree Master Plan has been developed and is a part of this Element. The ordinance contained within it should be adopted.
- The use of restrictive conditions to protect open space and the visual and spatial features of commercial, industrial and residential developments as they relate to permanent open space areas.
- The adoption of a program to preserve open space, where it cannot otherwise be protected by public purchase of development rights, reduction in taxes, or the granting of temporary use permits.

12. SCENIC HIGHWAYS ELEMENT

The City shall promote necessary criteria and standards to insure attractive building designs, setbacks and landscaping on adjoining private properties within the area of a scenic highway or corridor.



INTRODUCTION

The concept of a complete highway, as rated by the American Association of Highway Officials, incorporates not only safety, utility, and economy, but also beauty. The scenic highway serves to expand this concept by not only considering the design of the highway itself, but the integration of the highway with its surrounding environment. In an area where automobile traffic routes continue to have a heavy impact on the environment, a scenic highways plan offers a unique opportunity to preserve and enhance the environment. Aside from the obvious aesthetic values, the scenic treatment of the highway and its adjoining corridor can increase public safety, protect public health, enhance property values, preserve urban open space, provide recreation, and serve as a force in shaping urban development.

In 1963, the California Legislature enacted the State Scenic Highway Law, which established a State Scenic Advisory Committee and gave the responsibility for administering and coordinating the program to the Department of Public Works, with assistance and counsel from the Committee. The State retained an important role as planner, catalyst, and active participant. However, local governmental agencies were given the prime responsibility for controlling land use outside the highway right-of-way and within the scenic highway corridor.

Government Code Section 65303(h) requires a scenic highways element of all city and county general plans, as follows:

"A scenic highways element for the development, establishment, and protection of scenic highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 of the Streets and Highways Code."

The Scenic Highways Element provides for local planning of corridors along the state highway system and is the initial step leading to the official designation of a scenic highway on the State Master Plan. As such, the Element provides the basis for the preparation of local scenic corridor plans or specific plans and policies for areas in which a scenic corridor study has been completed.

Although the law prescribing a scenic highways element places emphasis on the state highway system, this does not preclude local municipalities from designating and adopting local scenic routes. The law also allows for a county scenic highways system, to be coordinated with the State system.

The designation of any route as an official Scenic Highway is, therefore, the result of coordinated planning efforts by the State, counties, and cities, with local municipalities bearing the prime responsibility for the protection and enhancement of scenic corridors. The following basic steps must be taken before a route can be designated as an Official State Scenic Highway:

- The route must be on the list of eligible State routes.
- The local agency should have adopted a scenic highways element in its general plan. Subsequent to this, the District Director of Transportation must be requested, by resolution, to do a corridor survey and highway facility study.

- The local jurisdiction must prepare a program to protect and enhance the scenic corridor as described in the corridor survey.
- Upon adoption of the program, the local jurisdiction must make a written request to the District Director of Transportation for designation of the route as an official scenic highway.

As mandated by State law, the scenic corridor program must include, but is not limited to, the following minimum requirements:

- Regulation of land use, which may include density and/or the intensity of development;
- Detailed land and site planning;
- Control of outdoor advertising;
- Careful attention to and control of earthmoving and landscaping;
- Aesthetic control over design and appearance of structures and equipment.

On the county level, the adopted Scenic Highways Element of the County of Orange states the following in regard to procedures and responsibilities:

“... the County (will) develop and implement plans for scenic highways in the unincorporated area and coordinate with the cities the development of scenic highways in incorporated area. The Scenic Highways Plan (will) include both State and County highways which the Planning Commission and Board of Supervisors desire to designate and qualify as scenic highways in the unincorporated area, and include the highways the cities desire to so designate and qualify in their jurisdictions. The responsibility for preparation of corridor protection plans (shall) reside with each of the local jurisdictions.”

All standards prescribed for state scenic highways apply equally to county scenic highways.

RELATIONSHIP TO OTHER ELEMENTS

The Scenic Highways Element relates directly to the Open Space and the Circulation Elements and indirectly to the Land Use Element. It relates as well to the Historic and Community Design Elements.

The Scenic Highways Element's strongest relationship is with the Open Space Element, in that the scenic corridor, by definition, will traverse significant natural and urban open space areas. The scenic corridor gives a scenic highway its principal significance. The boundaries of the corridor are usually delineated by the range of visibility from the highway.

To identify a potential scenic highway from other aesthetically pleasing roadways, the following guidelines are applicable:

The scenic, historic, or cultural character of the scenic corridor should have a quality that merits recognition, or it should be of sufficient interest to be a destination, in and of itself, for recreation purposes. In addition, it should provide frequent opportunities for the development of roadside complementary facilities adjacent to the road.

The delineation and design of both arterial and non-arterial scenic highway rights-of-way require consideration of the following factors:

- The road and its appurtenances (e.g., drainage ditches, bridges, etc.).
- A buffer to screen existing unsightly features outside the right-of-way.
- Parallel pedestrian, equestrian, and bicycle trails.
- Vista points, roadside rest areas and parking areas at advantageous points.
- Adequate right-of-way for necessary protective planting.
- Small, outstanding scenic features abutting the scenic highway for which an easement would not be applicable or which may be destroyed by association with the highway without the application of necessary protective measures.

Minimum standards for right-of-way designations have been suggested for the arterial highways in the Scenic Highways Element of the County of Orange. For urban parkways, the suggested minimum rights-of-way are:

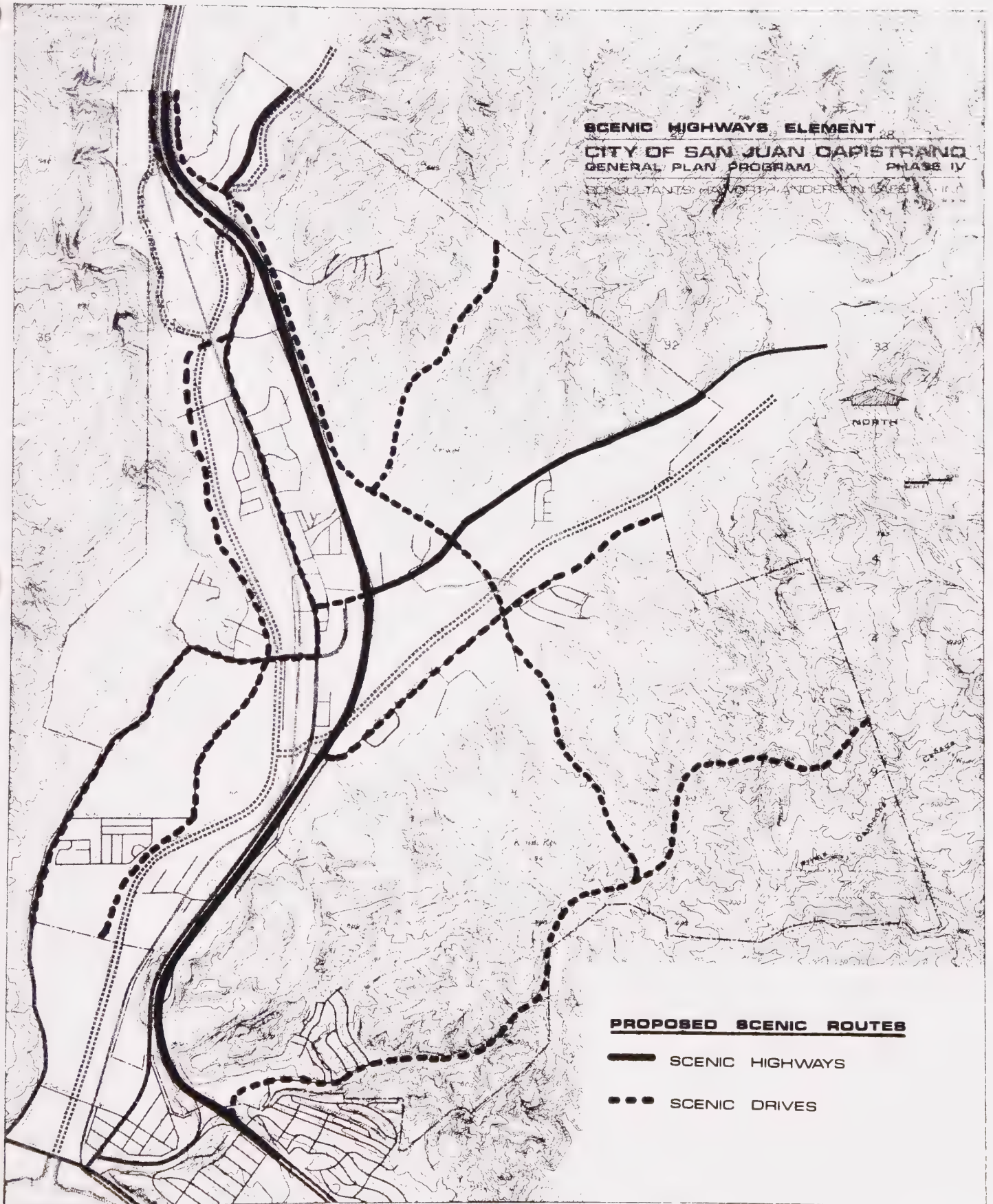
Major Highway	± 152' plus equestrian trail
Primary Highway	± 134' plus equestrian trail
Secondary Highway	± 114' plus equestrian trail and median

By comparison, the present standard designated for Ortega Highway in the City's existing Master Plan of Streets and Highways is 104 feet. The standards proposed in Circulation Element of the City's General Plan indicate a need for an overall right-of-way of 130 to 160 feet.

SUMMARY OF FINDINGS

Official State Scenic Highways and official County Scenic Highways are those officially designated by the Scenic Highways Advisory Committee after application from local jurisdictions and only if on the list of eligible highways found in Section 263 of the Streets and Highways Code. Over 6,000 miles of State highways are eligible for designation as official scenic highways.

At present, there are no official designated scenic highways within the City of San Juan Capistrano. Eligible routes according to Sections 263.1 and 263.3(b), are Route 74 (Ortega Highway) and Interstate 5 south of Route 74. The County of Orange has included the sections of these routes within their jurisdiction in its adopted Scenic Highways Element.



To date, none of the above existing routes in County territory have been officially designated as scenic highways. A corridor study has been completed for Ortega Highway. Designation of this route as an official scenic highway is subject to the adoption, by the City, of a satisfactory plan to protect and enhance the scenic corridor. The background material for the Scenic Highways Element includes samples of ordinances that could be used as guidelines in specific corridor plans.

The proposed scenic route plan for San Juan Capistrano is composed of highways eligible for official State or County Scenic Highway designation and local scenic drives. The former are Ortega Highway (Route 74), and the San Diego Freeway (Interstate 5) south of Ortega Highway. It is also recommended that the City consider and explore the possibility of including the San Diego Freeway north of Ortega Highway in the State Scenic Highways System. Although it is presently not on the eligible list of highways, State law provides for additions to this list. The elevated freeway in this area offers extensive views of the surrounding hills. The highway corridor should receive special consideration because of its role as the northerly gateway to the City and the relationship to proposed local scenic drives north of Ortega Highway.

The proposed local scenic drives include routes of local significance. These were selected after consideration of the routes suggested in the Citizen's Policy Plan. They connect with other official and local scenic routes, where feasible, forming a scenic route network. The following existing and future roadways are recommended for inclusion as local scenic drives:

- Horno Creek Road.
- Marguerite Parkway/La Novia Avenue.
- San Juan Creek Road.
- Camino Capistrano from the northern City limits to Del Obispo Street.
- Del Obispo from Camino Capistrano to the City limits.
- Alipaz Street.
- Camino Las Ramblas.

Several of the above routes are within proposed and potential official scenic highway corridors, thus precluding the need for separate land use regulations. The planning effort in those cases should be focused on special treatment of the rights-of-way only. (For example, San Juan Creek Road is entirely within the Ortega Highway scenic corridor).

The planning effort for inclusion of the entire freeway and Ortega Highway in the Official State Scenic Highways Plan should receive first priority in the scenic route program. It is also recommended that Camino Capistrano be considered of top priority among the proposed local scenic routes, because of its focal role in the community.



IMPLEMENTATION MEASURES

Realization of the full potential of the proposed scenic route plan depends on the implementation of the proposed official scenic highway program within the City. Subsequent to application to the State Department of Transportation and completion of corridor studies (actions already taken for Ortega Highway), the City should prepare and adopt specific plans for the scenic highway corridors, including applicable ordinances for regulating land use, earthwork, development design, signs and outdoor advertising, and all other aspects of development in the corridor. Undergrounding of utilities is mandated by State law. For reference, the appendix section of the background material includes the proposed (1972) Scenic Corridor District Ordinance for Ortega Highway and the sample ordinance from the State for official designation of scenic highways. The above ordinance emphasizes the need to tailor such plans according to the local jurisdiction's situation.

As noted in connection with the proposed local scenic drives, the proposed official scenic highway corridors would encompass at least a substantial part of this system, with the possible exception of a major segment of Camino Las Ramblas. Thus, specific plans for these routes would focus on the individual characteristics of each route, with the emphasis on landscaping treatment, architectural control, signing, setback variations, etc.

A scenic route program generally involves two major costs: 1) construction and maintenance of the route, including acquisition of the right-of-way, and 2) acquisitions and protective actions taken within the scenic corridor beyond the right-of-way. The proposed scenic route plan encompasses either existing or already proposed roadways; thus, some commitments have already been made for maintenance, acquisition or construction by the involved jurisdictions. Additional costs would depend on the specific plans for roadway and right-of-way treatment and their deviation from existing and currently-projected conditions.

Costs for corridor protection should be primarily for acquisition of recreation areas and strategic view sites or unique features, plus the maintenance of those features as well as any increased maintenance for specially designed roadways within developed areas. The protection of the scenic corridor should rely heavily on the power to regulate private land use rather than the acquisition of land for public ownership.

Funding for the improvement and maintenance of official State and county scenic highways would be available from federal, state and county sources. The improvement and maintenance of local scenic drives would be funded, however, by the City.

RESOLUTIONS OF ADOPTION

RESOLUTION NO. 74-12-18-5 ADOPTING THE GENERAL PLAN

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN JUAN CAPISTRANO RELATIVE TO THE ADOPTION OF THE GENERAL PLAN

WHEREAS, The City of San Juan Capistrano, by and through its planning consultants, Haworth, Anderson & Lafer, has caused to be prepared a comprehensive long-term General Plan for the physical development of the City of San Juan Capistrano and of the land outside its boundaries which, in the judgment of the City, bears a relation to its planning; and

WHEREAS, the General Plan has been reviewed by the Planning Commission and has been forwarded to the City Council with a recommended action of adoption; and

WHEREAS, the General Plan prepared contains each of the elements required by law to be a part thereof; and

WHEREAS, during the formulation of the General Plan, the planning consultants, the Planning Commission, and the City Council of the City of San Juan Capistrano have consulted and advised public officials and agencies, public utilities, civic, educational, professional and other organizations, and citizens generally, to the end that maximum coordination of plans was secured, and properly located sites for all public purposes are indicated on the General Plan; and

WHEREAS, both the City Council and the Planning Commission have held public hearings on the adoption of the General Plan and have given all interested persons an opportunity to be heard; and

WHEREAS, the City Council has reviewed and accepted the Environmental Impact Report prepared for the General Plan and has found the same to be adequate.

NOW, THEREFORE, the City Council of the City of San Juan Capistrano finds, determines and resolves as follows:

That the Environmental Impact Report prepared for the General Plan is adequate and is hereby adopted by the City Council.

The General Plan prepared by the City of San Juan Capistrano, by and through its planning consultants, supported by the Citizen's Policy Plan (as amended by the General Plan Policies Report), background materials for each element of the General Plan, and the Composite General Plan Map, is hereby adopted.

The City Clerk is directed to endorse upon the General Plan the fact of its adoption by this resolution and the date.

PASSED, APPROVED, AND ADOPTED this 18th day of December, 1974, by the following vote, to wit:

AYES: COUNCILMEN: WEATHERS, HECKSCHER,
NASH, SWEENEY, MAYOR BYRNES
NAYS: NONE
ABSENT: NONE

/Signed/

ROY L. BYRNES, M.D., MAYOR
City of San Juan Capistrano

ATTEST:

/Signed/

MARYANN HANOVER
City Clerk

RESOLUTION NO. 74-10-15-2-PC GENERAL PLAN

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF SAN JUAN CAPISTRANO RELATIVE TO THE ADOPTION OF THE GENERAL PLAN

WHEREAS, The City of San Juan Capistrano, by and through its planning consultants, Haworth, Anderson & Lafer, has caused to be prepared a comprehensive long term General Plan for the physical development of the City of San Juan Capistrano and of the land outside its boundaries, which in the judgment of the City, bears a relation to its planning; and

WHEREAS, the General Plan prepared contains each of the elements required by law to be a part thereof; and

WHEREAS, during the formulation of the General Plan the planning consultants and the Planning Commission of the City of San Juan Capistrano have consulted and advised with public officials and agencies, public utilities, civic, educational, professional and other organizations and citizens generally to the end that maximum coordination of plans were secured and properly located sites for all public purposes are indicated on the General Plan; and

WHEREAS, the Planning Commission has held public hearings on the adoption of the General Plan and has given all interested persons an opportunity to be heard thereon; and

WHEREAS, the Planning Commission has reviewed and accepted the Environmental Impact Report prepared for the General Plan and has found the same to be adequate;

NOW, THEREFORE, the Planning Commission of the City of San Juan Capistrano finds and determines as follows:

That the Environmental Impact Report be found adequate and adopted by the Planning Commission.

The General Plan prepared by the City of San Juan Capistrano, by and through its planning consultants, supported by the Citizen's Policy Plan (as amended by the General Plan Policies Report), background material for each element of the General Plan, and the Composite General Plan Map, is hereby approved.

The Planning Commission recommends adoption of the General Plan, consisting of the documents set forth above, by the City Council.

The Secretary of this Commission is directed to endorse upon the General Plan, and each of the documents constituting such Plan, this Commission's approval and to transmit the General Plan to the City Council for further proceedings in accordance with law.

PASSED, APPROVED AND ADOPTED this fifteenth day of October 1974, by the following vote, to wit:

AYES: COMMISSIONERS HEIM, RILEY,
SCHWARTZE, DAVIES AND FRIESS
NAYS: NONE
ABSENT: NONE

/Signed/

CAROL HEIM, Chairman
Planning Commission

ATTEST:

/Signed/

DAVID J. SMITH
Secretary to the Commission

APPROVED GENERAL PLAN AMENDMENTS

GPA NO.	DESIGNATION	DATE OF APPROVAL	DESCRIPTION OF AMENDMENT	TYPE OF CHANGE: MAP -TEXT
75-1A	Marsden	12-17-75	Chg. 2.0, Open Space to 4.1, Quasi Industrial (Via Serra & Camino Cap.).	G/Plan Map
75-1B	Aguacate - de la Paz Area	12-17-75	Chg. 1.1, Very Low to 1.2 Low Rsdntl. (density change)	G/Plan Map
75-1C	City	12-17-75	Addition of equestrian trails to hillside W. of Del Obispo.	Eq./Hkg. Trails Map
75-1D	Mission Hills Ranch, Inc.	12-17-75	Increase Stoneridge area max. unit count fm 150 to 180.	G/Plan Map
76-1B	City	6-2-76	Technical correction to Map, 2.0 to 4.1.	G/Plan Map
76-2D	City	10-20-76	Shorten ridgeline designation for Route "E" Alto Cap. access.	G/Plan Map
77-1	City	4-6-77	Adoption of Agricultural Preservation Program.	G/Plan Map & Text
77-2B	Sweeney	10-5-77	Chg. 1.4 Rsdntl. to 4.1, Quasi-Industrial (Valle Rd. area auto dealership).	G/Plan Map
77-3	City	12-7-77	Major revisions to Circulation Element.	G/Plan Map & Text
78-1	Arosa	8-16-78	Forster Canyon Planned Community, ± 450 acres.	G/Plan Map & Text
79-1	"The Ranch"	2-7-79	The Ranch Planned Community, 325 acres.	G/Plan Map
80-1	Smyth, Van Roekel, et al	4-2-80	Chg. 1.2, Low Res. to 5.0 Inst./Public uses (annexed area north end of City).	G/Plan Map
80-2	Falklam	10-15-80	Chg. 1.2 to 1.3, Med. Low Rsdntl. 3 AC, E. side of Del Obispo St.	G/Plan Map
80-3	Schauwecker, et al	11-19-80	Chg. 2.7 Recreation to 5.0, Pblic/Inst. (N. side SJ Creek Rd).	G/Plan Map
81-1	Glendale Federal PC (Lomas San Juan)	3-17-81	Comprehensive density and land use boundary changes; La Novia chgd. to extend W. to Valle Rd.; La Ronda terminated S. of Corrales Estates.	G/Plan Map
81-2	Colinas Connector Road	8-4-81	Approval of road connection from Golden Lantern into the City.	G/Plan Map
81-3A	Housing Element #1	12-1-81	Comprehensive text revision per State law.	Text only
81-3B	Glendale Federal Commercial Area (Lomas San Juan)	12-1-81	Redesignate Nbrhd. Cmrc. area to 1.5 Residential and combine with Area B.	G/Plan Map

82-1A	School Facilities Master Plan	4-20-82	Revision to Public Facil. Element and designation of school sites on G/Plan Map.	G/Plan Map & Text
82-1B	SAS Msn. Hills Dr.	4-20-82	Chg. 2.7, Recr. Cmrl. to 5.0 Pblc/Inst. (Msn. Hills Dr. & Rancho Viejo Rd.).	G/Plan Map & Text
82-2	Housing Element #2	5-4-82	Add provisions regarding: (1) affordable housing and (2) imprvmts in the Mission District.	Text only
83-1	El Parador Hotel	1-18-83	Chg. 1.4, Med. Residential to SS, Sp. Study Area for Hotel precise plan.	G/Plan Map & Text
83-2	Northwest Circulation Study	11-1-83	Adoption of Cam. Los Padres General Alignment	G/Plan Map
83-3A	Elkins-Yates, Valle Rd.	12-6-83	Chg. 1.4, Residential to SS Special Study Area, Valle Rd.	G/Plan Map & Text
83-3B	Equestrian/Hiking Trail System	12-6-83	Comprehensive Map revision.	Eq/Hiking Trails Map
84-1B	Brinderson-Lyon	7-17-84	Elimination of Nbrhd. Cmrl. designation from Residential area.	G/Plan Map
84-2	Housing Element #3	12-4-84	Comprehensive text update per State law.	Text only Text only
85-2	Kinoshita-TDR	1-7-86	Text chgd. to add partial devel. option;' said option added to Kinoshita property on Map.	G/Plan Map & Text
86-2A	Soils Subsidence	2-18-86	Subsidence insurance provisions added to Seismic Safety Element.	Text only
86-2B	Tree Trimming	5-20-86	Add provisions regarding tree trimming and preservation to O/S and Conservation Element.	Text only
86-2E	Meredith Canyon	5-20-86	Chg. 1.2, Residential to 1.3, Residential, and Open Space.	G/Plan Map
86-3	San Juan Corporate Plaza	8-5-86	Chg. 2.7 Recr. Cmrl. to 3.1, General Commercial.	G/Plan Map

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